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ABSTRACT

This report examines the following three aspects of Hispanic employment: (1) the consequences of leaving school without skills; (2) at-risk Hispanic youth as workers; and (3) the challenge of providing practical, rewarding jobs. Among the conclusions are the following: (1) several categories of at-risk Hispanic youth can receive long-range benefits from programs tailored to their realities; (2) serving these youth is both manageable and affordable, while failing to serve them is costly in both human and economic terms; and (3) the existing programs, such as the Job Training Partnership Act (JTPA), do not meet the needs of significant numbers of young Americans. Strategies are proposed for improving Hispanic education and employment. Fundamentally new systems that emphasize accountability must be designed to accommodate the employment and career needs of tomorrow's youth, and the labor needs of tomorrow's employers. An appendix presents the results of a study of the scope and limitations of public employment and training services for Hispanic youth dropouts. The following supplements to the appendix are included: (1) reasons reported by Hispanic youth from leaving high school, by sex; (2) the JTPA eligible and served population, and percentage that are Hispanic in selected service delivery areas, both by service delivery area and by state; and (3) the survey instrument. References are included. (BJV)

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TOO LATE TO PATCH

Reconsidering Second-Chance Opportunities for Hispanic and Other Dropouts

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What Do the Unskilled Cost?*

- U.S. employers spend an estimated *$210 billion* annually on formal and informal training.
- *$41 billion* is spent each year on U.S. welfare programs.
- Teenage pregnancies cost the United States over *$16 billion* each year in welfare costs alone.
- Remediation and lost productivity cost U.S. businesses *$25 billion* a year.
- Each year's dropouts cost America *$240 billion* in lost earnings and foregone taxes over their lifetimes.
- Every *$1* spent on early prevention and intervention can save $4.75 in remedial education, welfare, and crime costs further down the road.

*National Alliance of Business, Special Advertising Section, *Business Week*, May 2, 1988.

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TOO LATE TO PATCH:

Reconsidering Second-Chance Opportunities for Hispanic and Other Dropouts

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TWO-THIRDS of this nation's Hispanic youth lack the basic skills they need to find stable employment that pays a living wage, provides benefits and pensions, and offers genuine opportunity for advancement. The number of Hispanics aged 16 to 24—now more than 3.3 million—will increase to 6.2 million by the year 2005. And these young men and women, most of whom will never go to college, will continue to be concentrated in the metropolitan markets of five states where they are rapidly becoming the majority of the available—but ill-prepared—workforce.

Taken together, those three sentences—based on data from the U.S. Census and from the national longitudinal survey High School and Beyond—summarize the problems addressed by this report. No one—not business, industry, government, our social and cultural institutions, or Hispanics themselves—will prosper if the gap between *required* skills and *acquired* skills is not closed.

Contrary to popular myth, the vast majority of Hispanic youth are not anti-social gang members, nor are they aliens, recently arrived. According to the Census Bureau, 70 percent were born in the United States. Moreover, they *want* to work. High-School-and-Beyond data show that Hispanic males work more hours while attending school than any other group of students in this country, and at least 41 percent of those who drop out do so for economic reasons. Regardless of gender or age, the Bureau of Labor Statistics reports that Hispanic youths are more likely to work on full-time jobs and slightly more likely to work year round than either Blacks or Whites. Unfortunately the job found by the Hispanic youngster, whether a dropout or a high school graduate, is usually in the service sector and is almost always low-pay and no-future. The William T. Grant Foundation Commission on Work, Family, and Citizenship reports that *the real income of male Hispanic high school graduates declined 34.5 percent between 1973 and 1986.* The relatively high-salaried jobs for strong backs and nimble fingers in manufacturing and transportation—jobs that supported upward mobility for past immigrants and many of their first-generation children—are rapidly disappearing. Ironically, today's youth must *know more* to land service-sector jobs that *pay less.*

How, then, do we prepare these young Hispanics for employment in secure, well-paid jobs with benefits, adequate opportunities for advancement, and provisions for retirement?

Before the problems are beyond our capacity to solve, we must marshal the will to act. But first we must understand the following mismatches that seriously and adversely affect these young people and the regions of the nation in which they live:

- The **mismatch** between the skills level of the majority of Hispanic youth and the skills level required for most of the available jobs.

- The **mismatch** between the need for basic-skills education and training relevant to Hispanic youth and the availability of such training, as well as the availability of the support services, such as childcare and transportation, that many Hispanics require if they are to take advantage of educational and training opportunities.

- The growing **mismatch** between the cost of living and the going wage paid to non-college-bound youth, of all races and backgrounds, even when they have mastered basic skills.

With few exceptions, the programs funded by the Job Training Partnership Act—JTPA—are today the sole significant source of training for out-of-school, unskilled youth. Therefore, this report includes the results of a survey that investigated in some detail the experience of the JTPA's Private Industry Councils in 30 markets that have large Hispanic populations. The report itself seeks to identify the obstacles that have made it difficult for JTPA to serve at-risk youth, as well as the more general problems that impede the progress of Hispanics in and out of school. The report describes gaps in service and support, and explores strategies and options that can integrate more Hispanic young people into stable sectors of the workforce where they are needed today and will be even more vital in the none-too-distant economy of tomorrow.

The Advisory Committee and sponsors of this report urge the business community as well as policy makers on local, state, and federal levels to direct their attention to the status of non-college-bound Hispanics and all other non-college-bound youth, to deliberate upon the options, and to take action. This nation must recognize that unless a strong commitment is made to rethink and restructure our strategies in educating, training, and employing these young people, a shocking proportion of Americans are likely to be dead-end kids—permanently locked in the ranks of the dependent unemployed or working poor.

Hispanic Policy Development Project
Advisory Committee,
Mainstreaming Hispanic Dropouts

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Prepared by the Academy for Educational Development

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I.
Introduction

DROPOUTS ARE NOT CREATED SPONTANEOUSLY at age 16. The decision to leave school is usually the result of a long and complicated progression of events that may be rooted in a student's early childhood, and there is little doubt that a good start can improve children's chances to achieve academically. But this report is not about future generations. It deals with the youth who are with us now—youth who are out in the world with no place to go but down. How can these young people be assisted to acquire the knowledge they need to participate in the mainstream workforce and thereby avoid lifetime dependency and poverty?

A college education is an important passport to upward mobility in our society. Unquestionably more Hispanics should be earning degrees in a broad range of fields. Programs that encourage young Hispanics to aim for college, help them prepare for college, provide financial support, and open doors in business, industry, government, and the professions should be expanded and replicated.

Not all students, however, are college bound. Some voluntarily choose other routes to the adult world—they may opt, for example, to learn a trade or they may become full-time homemakers. Others—an alarming 70 percent of the Hispanic teens surveyed by High School and Beyond—drop out of school or graduate minus the skills required to support dignified and satisfying adult lives in the context of the nation's new labor markets.

In the past, large numbers of relatively well compensated jobs in manufacturing and construction were available to absorb unskilled, unschooled workers. But the number of such jobs is rapidly declining. Today's entry-level employment opportunities increasingly require high school reading and computation skills.

Report background

When HPDP and its Advisory Committee began this project, it was our intention to evaluate the services that Hispanic youths were receiving in Job Training

Partnership Act programs. We looked at 30 markets with significant concentrations of Hispanic populations. We assumed that we would be able to identify programs that were especially helpful to one or another category of Hispanic youngsters and young adults needing assistance, and that we would be able to provide useful information about what was working, what wasn't, and how services to at-risk Hispanic youth might be improved. But our survey of Service Delivery Areas in the 30 markets—the full text of which follows this report—disclosed that JTPA-funded programs essentially are *not* serving the nation's at-risk youth. A few promising programs are in place, and the services are significant for indivudual participants, but the numbers reached are a minute fraction of at-risk youth. Furthermore, in most of the markets, no alternative funding source is in place to support the kinds of programs that the nation's neediest young people require to make them employable.

We decided, then, to approach the issue from a different angle. Inaction and neglect had given us a chance to make a fresh start, to review and learn from the experiences of the past, and to suggest new ways to look at old problems.

We considered first the consequences of leaving school without skills: what it means to Hispanic youth, and what it means to the nation. We looked briefly at the Hispanic dropouts' school experiences—the environments and situations they chose to leave.

We then examined at-risk Hispanic youth as workers and we offer some policy and program proposals intended to help at-risk youth become more employable. **We explored what has been learned about programs that train youth for work,** and we focused on JTPA programs, since they are presently in place.

After considering the supply side, we took a look at the demand side—the challenge of providing practical, rewarding jobs, with advancement opportunities, fringe benefits, and pensions, for at-risk young people.

What we learned

- *We have concluded that several categories of these young, at-risk Hispanics can receive long-*

> *range benefits from programs tailored to their realities.*
>
> - *Further, we have concluded that serving these Hispanic young people is both manageable and affordable, while failing to serve them is costly in both human and economic terms.*
>
> - *Finally, our findings indicate that the customary arrangements do not meet the needs of significant numbers of young Americans.*

We estimate, using figures taken from the U.S. Census Bureau's Current Population Surveys, that approximately 1.8 million at-risk Hispanic youths between the ages of 16 and 24 are potential beneficiaries of special, targeted services. These young people are largely concentrated in five states—California, Texas, New York, Florida, and Illinois—where they can become economic assets instead of liabilities, given education and training designed to meet their special needs.

We have learned that, for the most part, the nation's schools and its job-training establishment do not collaborate effectively to meet either the needs of at-risk youth or the needs of their potential employers. Although there is a narrow overlap, customary institutional arrangements make the *schools* responsible for in-school youth and the *job training establishment* responsible for dropouts. Educators, until recently, involved themselves very little in job training matters or in the employment needs or realities of their students. Students were expected to progress uniformly through the education system, from 8:00 to 3:00, nine months a year, for 12 years.

This institutional tradition has a certain logic, but it obscures two powerful realities, both in operation by the time poor Hispanic children reach middle school: *because they are poor, they need to work to earn money, and — for a number of reasons — many are overage for grade.*

We learned, too, that dropouts and low-skilled youth must be reached *before* they fall into underemployment or jobless patterns, and before they accept welfare dependency as a way of life.

Suggestions

We are proposing consideration of a series of interventions which we believe make program sense. We believe that they make economic sense as well, because, whenever possible, they suggest pooling and using a number of public and private resources already at hand. It is increasingly obvious that the major education and training problems facing the nation require collaboration and cooperation between government, business, labor, schools, and social services, and various moves are afoot to encourage this development. Some of our suggestions call for reorganization of conventional responsibilities as well as changes in conventional school and training time frames.

But we are not convinced that new degrees of collaboration and cooperation between the appropriate sectors of society can solve *all* aspects of the education-training-employment problems. It is too late to patch and tinker and wait for market forces to make "corrections." Such "solutions" can address only a fraction of the problem. Yes, we must use the tools at hand to immediately and directly assist the current pool of unskilled workers as well as the unprepared youths who are likely to enter the work force over the next decade. At the same time, we must recognize that the preparatory systems presently in place do not respond to the current social and economic realities. Their original designs—created in the 19th century—have been repeatedly overlaid, patched, and altered to respond to social and economic changes. In that process, efficiency, relevance, and accountability have suffered. The two-way social contract that makes the citizen responsible to the public sector and the public sector responsible to the citizen has become increasingly misunderstood by both parties to the contract. As a consequence, education and training systems are failing to provide future manpower with the brainpower this nation requires to maintain its competitive edge.

Therefore we also are calling on policy makers to seriously rethink the nation's education, training, and employment systems for both college-bound and non-college-bound youth. Fundamentally new systems that, emphasize accountability, must be designed to accommodate the employment and career needs of tomorrow's youth and the work-force needs of tomorrow's employers.

II.

The Consequences of Leaving School Without Skills

What It Means to Hispanics

AFTER LEAVING HIGH SCHOOL, unskilled youth have two options: they can try to complete their education and/or training elsewhere, or they can try to support themselves by working. If they cannot find employment in the job market, they are likely to resort to welfare, the underground economy, or illegal activity.

Hispanic youth dropouts are less likely than other youths to re-enter school, enroll in GED classes, or participate in job training programs. According to the 1982 High School and Beyond survey data, within two years of dropping out, only 39 percent of Hispanics had returned to school or enrolled in GED classes, in contrast to 51 percent of Blacks and 54 percent of Whites.

Those who do not pursue some course of education or training to increase their skills have effectively limited their employment options and sentenced themselves to uncertain futures in a few relatively fragile sectors of the economy.

Do young Hispanics work?

While their skills may be minimal or entirely lacking and their job opportunities limited, the labor force participation of young Hispanics is high. According to the William T. Grant Foundation Commission on Work, Family, and Citizenship, 66 percent of Hispanic youth, compared to 57 percent of Black and 71 percent of White youth, are in the labor force.

Hispanic male dropouts under 20 years of age are more likely to hold full- or part-time jobs than either White or Black youth dropouts, the Commission reports. Moreover, as noted above, Hispanic males enrolled in high school work more hours than any other group of high school students. *Poor youths need money.*

Where do they work, what do they earn?

Because both Hispanic male dropouts under 20 and Hispanic male high school students work more than White and Black dropouts and students, Hispanic male teenagers have slightly higher annual incomes than their Black and White peers, according to the Grant Foundation Commission. The picture, however, changes in an illuminating way when we look at the earnings of older youth between the ages of 20 and 24. Now we find that Hispanic and Black income levels have fallen far behind those of Whites. This reflects a grim reality, reported by the Ford Foundation in *Hispanics: Challenges and Opportunities*. A large percentage of Hispanics and Blacks in their early 20s are intermittently employed, are accepting part-time work when they want full-time work, and are filling marginal or low-level blue- and white-collar jobs. They are locked into the same kinds of jobs—often the identical jobs—that they filled when they were teens.

These dead-end jobs translate into lower cumulative lifetime earnings; youth dropouts can expect to earn one-third less than their graduating peers. Since Hispanics are both geographically concentrated in a limited number of markets and clustered at the bottom of the job ladder in those markets, whatever fragile economic security they achieve is further threatened by regional recessions.

Fully 40 percent of Hispanic families headed by youth, 16 to 21 years of age, are classified as poor, the Grant Foundation's Commission reports. Hispanic poverty is now comparable to that of Blacks, and is expected to exceed Black poverty by the end of this decade. Hispanic per-capita income fell below that of Blacks in 1985, with $6,613 for Hispanics, $6,840 for Blacks, and $11,671 for non-Hispanics. In 1986, the poverty rate of Hispanic families was almost three times as high as that of non-Hispanic families, and about 200,000 more Hispanic families were living below the poverty level than in 1981—a 24-percent increase.

Almost half—49 percent—of the 1.1 million Hispanic families that were living below the poverty level in 1986 were maintained by a woman with no husband present; *Hispanic women are at the bottom of the income* *ladder*, and their children are living in poverty.

But Hispanic poverty is not limited to single mothers. Between 1973 and 1986, the real income of *all* Hispanic males declined by 29 percent. *Overall, Hispanics are twice as likely as Whites to be poor.*

An article by Isabel Sawhill, carried in the May/June 1988 issue of *Challenge Magazine*, shows that both Blacks and Hispanics are heavily over-represented in her definition of the "underclass" in proportion to their numbers in the total population.

Is military service an option for dropouts?

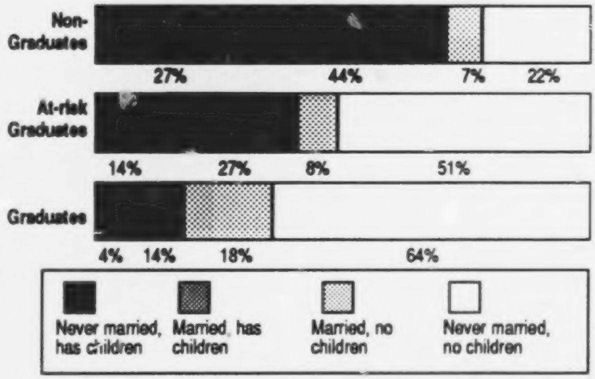
Active duty in the armed forces is often viewed as a second-chance resource for the training and education of dropouts, but today's high-tech, all-volunteer armed forces cannot afford to train the dropouts they once absorbed. About 90 percent of Army and Navy recruits were at least high school graduates in 1985; in 1975 the rate was only 33 percent. (See *The Research Bulletin*, Hispanic Policy Development Project, Fall 1986. Data used is drawn from High School and Beyond.) Thus, military service is an all-but-closed avenue for young dropouts, regardless of race or ethnicity.

Do dropouts have more babies?

High-School-and-Beyond data show that non-graduate young women from the 1980 sophomore class, whether they have been married or not, are about four times as likely to be mothers now as are the young women who finished high school. The progression is clear: among those surveyed, 18 percent of all graduates are parents, 41 percent of all at-risk graduates are parents, and *a staggering 71 percent of all non-graduates are parents.* Approximately one-quarter of all Hispanic female dropouts report that they left school because of pregnancy; of Hispanic mothers who are at-risk graduates and dropouts, roughly a third are not married.

These young mothers—at least for the short term—forego career training and economic independence. The lack of corporate and governmental support for childcare seriously limits opportunities for many women, especially welfare recipients who want to train for jobs and become self-sufficient.

1980 Hispanic Female Sophomores: Marital and Parental Status in 1986



Source: Hispanic Policy Development Project, 1986 High School and Beyond data base.

Marriage and Babies: *How many Hispanic girls who were high-school sophomores in 1980 had borne children by 1986? As the above figures indicate, non-graduates are far more likely to have babies, whether married or not, than either at-risk graduates (those students making C or below grades) or non-at-risk graduates (students making A and B grades.)*

How do babies relate to welfare dependency?

Whether a young woman is married or not, early parenthood usually limits her opportunities for further education and the development of solid job skills. The presence of a husband, of course, does not mean automatic economic security for the young family, but a woman raising a family without a mate is more likely to be dependent on outside income such as welfare benefits.

In particular, unmarried dropouts with children are likely to be dependent on welfare. *Among unmarried Hispanic and White female dropouts in the High School and Beyond survey, the percentage of those with children and the percentage of those receiving welfare benefits are almost identical.*

What It Means to the Nation

Changes in the structure of the economy are condemning a significant proportion of unskilled Black, White, and Hispanic Americans to marginal futures. Continued neglect and avoidance of this reality will have far-reaching impact on the nation and all its populations.

Hispanics are heavily concentrated in the inner cities of five states where they are predominantly employed today in declining occupations. In those cities, however, they are rapidly becoming the majority of the potential entry-level workforce. Until strategies and programs are put in place to raise their skills levels, few Hispanics will make the transition to jobs in the new growth sectors. But the future prosperity of business and industry in these markets is wedded to the health of the local Hispanic populations.

The new job market

The Hudson Institute has projected the following changes in the national job market by the year 2000:

- A number of jobs in the least-skilled areas will disappear.
- High-skilled professions will grow rapidly.
- Most new jobs will demand more education and higher levels of language, math, and reasoning skills.
- More than half will require some education beyond high school.
- Only 4 percent of new jobs—in contrast to 9 percent of current jobs—could be filled by individuals with the lowest levels of math and reading skills.
- The relatively few median- and low-skill jobs that are created will be concentrated in industries in which wage gains and growth have been weak.

And if the unskilled are not trained?

If steps are not taken to raise the skills levels of a significant number of all the nation's unprepared teenagers and young adults, we can expect the following developments:

- In key regions of the nation, business and industry will lack prepared workers.
- It may become necessary to import skilled labor while many U.S. workers remain unemployed.
- The nation's international competitive position may further deteriorate.
- The costs of welfare and other survival supports for the poor will mount.
- Increases in crime and in alcohol and drug abuse will place added burdens on the public sector.
- Large numbers of underemployed and unemployed citizens will weaken the health and stability of consumer markets.
- The Social Security system will be placed at greater risk.
- Immigrants who do not arrive with professions or trades will experience difficulty in assimilating, both economically and socially.
- Anti-social behavior and intergroup tensions are likely to rise, as more and more young people become aware that they have been locked out of upward mobility.

This nation cannot support a growing population of *under*employed, *un*employed, or un*employable* citizens. In the words of the Hudson Institute report: "The income-generating assets of a nation are the knowledge and skills of its workers—not its industrial plants or natural resources."

IBM, a corporation investing heavily in education and training, asserts that the money invested in the corporation's job training centers brings major returns to the nation. The corporation's Job Training for the Disadvantaged Program includes nine major community training centers for Hispanics. The centers are located in urban areas with high unemployment, and provide free job training for individuals unable to afford commercially available programs. Individuals who graduate from the centers have a job placement rate of more than 86 percent.

IBM presents the following figures, drawn from corporation records.

- The average cost per job placement was $3,332; the average salary earned by participants after placement was $12,025—for an average net gain of $8,693 per placement, or a 261 percent return on investment.
- The total amount of public assistance income listed by students when they entered the training program, annualized, equaled $10,692,100.
- The estimated total amount returned to governments in income and payroll taxes from the trainees equaled $13,937,500.
- The estimated total amount of after-tax income, i.e., money returned to the economy, equaled $39,046,300.
- *The U.S. public's total net gain equaled $49,974,400: public assistance savings, plus taxes returned to government, plus money returned to the economy, minus the cost of training.*

According to a series of famous studies, conducted by economist Theodore Schultz at Chicago University in the late '40s and early '50s and corroborated by other researchers, *two-thirds of all productivity gains are derived from investment in human resources* —such as education, training, housing, and health care.

III.

Education Insights: *The School Experience of At-Risk Hispanic Youth*

WHEN *A NATION AT RISK* WAS PUBLISHED IN 1983, it shocked and alarmed Americans. It placed education reform squarely on the public agenda, where it remains today and continues to attract widespread attention. The issue has inspired an extensive body of research, has given rise to a flood of reports, has motivated educators at all levels to rethink and reconsider every aspect of school and schooling, and has drawn new players—business, in particular—into direct interaction with the education establishment.

The public wants answers to these questions:

- *Why aren't children learning?*
- *Why are so many students dropping out?*

There is, of course, no single answer for either; the situation is complex. However, some illuminating insights have emerged from the reform movement that bear upon the subject and substance of this report and relate to the program initiatives it recommends.

Getting off to a shaky start

A good many poor Hispanic children—like many other poor children—enter school with language development that lags behind the language development of their middle-class peers. And children who enter school with delayed language development in a language other than English have *two* obstacles to overcome. They must accelerate their understanding of the uses of language in general, *and* they must learn another language. Both of these efforts require time and special attention.

If the language problems of poor children are neglected or go unrecognized, student performance begins to unravel around the fourth or fifth grades when reading stories and articles *for content* starts to play a central role in the education process. Students who cannot keep up with the others begin to feel—in their vernacular—*dumb.* They are humiliated. A recent study by Kaoru Yamamoto, a psychologist at the University of Colorado, underscores the fact that "embarrassment or humiliation can be an especially stinging blow to a child's emerging sense of worth."

That sense of worth is likely to take further blows. *Absent strong, personal interventions to support children's self-esteem, many of the well-meaning measures to bring their academic performances up to grade—placement in remediation classes, or being kept back, for example—serve only to reinforce their sense of inadequacy.*

Nor is home for the poor child always an environment where self-esteem can flourish. The baggage of poverty is packed with problems that include everything from overcrowded, unsafe housing to insufficient food and clothing. Many children live with hunger. Some children live on intimate terms with drug abuse and alcoholism. Many are in single-parent families. Many of their parents are young and inexperienced. Many are new to this country. Often parents whose daily lives are struggles for survival are too drained to offer their children affection and solace. Often, too, their frustration and despair takes the form of non-specific anger. Parents beset with the multiple problems of poverty may fail to recognize the trauma it inflicts on their children, or—if they do—may be unable to ameliorate the pain.

The summer losses

"Summertime"—and the livin' is not particularly easy for poor parents and children in the inner city. As author Fran Liebowitz has phrased it, "one of the differences between poor people and rich people is that poor people 'summer' where they 'winter.'"

The 10 or 12 summer weeks of school vacation give middle-class families the opportunity to enroll their children in camps or other enrichment programs, or to travel on a family vacation. Those same 10 or 12 weeks trap poor families in the city's heat with nothing for children to do. When poor parents work, school vacations become crises in childcare. While almost all children slip back academically over the summer, as their unused skills become rusty, poor children can lose up to half a year of academic gains. These losses are cumulative, and become increasingly apparent.

The crisis of middle school

And so a large number of Hispanic children arrive in middle school affected by one or more of the following factors:

- They are impoverished.
- Their out-of-school lives are troubled.
- They have poor academic records, and they may be achieving below grade.
- They are overage for grade.
- They need personal attention—but middle school provides less personal attention, in a more impersonal and demanding atmosphere, than elementary school.
- Positive role models are lacking; negative role models abound among older teens and street leaders.
- They are suffering the bewildering growth and development problems of adolescence.
- They have few concrete, long-range career aspirations.
- They have little self-esteem.

When *school* begins to equal *failure* and offers neither a support network, nor a sense of satisfaction and accomplishment, adolescents look for alternatives. Many young girls opt for motherhood as a way out, in part believing that motherhood will grant them adult status and some modicum of dignity. Many young boys look to work for independence and affirmation of their manhood. They may leave school because they do not feel that they belong. They drop out with little respect for their own intellectual potential and with a set of negative views about learning. They are angry because they feel trapped, and they see no way to change the circumstances of their lives.

IV.

The Supply Side: At-Risk Hispanic Youth as Workers

A Look at Supply-Side Facts

AT-RISK YOUTH ARE NOT A HOMOGENOUS GROUP of 16- to-24-year olds for whom we can concoct a magic pill that will alleviate their problems. They drop out at different grade levels, for different reasons, and they find themselves out in the world with different skills and different family obligations and responsibilities. The very complexity of their problems tends to deflect attention from serious consideration of solutions.

What most of these young people have in common is a sense of powerlessness and hopelessness, ignorance of what their options are when options exist, and strong disincentives that make them reluctant to drop back into school or to take advantage of job training opportunities:

Disincentives to Going Back to School

- Returning to the site of failure.
- Feeling incapable.
- Feeling too old.
- Needing income.
- Needing childcare.
- A conviction that further schooling will have no payoff.

Disincentives to Seeking Job Training

- Lack of stipends.
- Lack of programs serving the unskilled.
- Lack of childcare.
- Lack of transportation.
- Lack of coordination between job training programs and employers.

- A conviction that training will just mean more school and more failure.
- Publicity about private training institutions that use student loans but fail to prepare students for well-paid jobs in the real world.
- A perception that job training will not change the nature of the jobs they can find or increase the incomes they can earn.
- An understanding on the part of welfare mothers that accepting jobs will require them to give up health benefits, and that the transportation and childcare costs associated with working will decrease—*to a point below that provided by welfare*—the amount of money that they can spend on feeding, clothing, and housing their families.

Looking at our list of disincentives, we can see that in many ways poor youth may be more realistic than the social planners who develop program models to "lift them out of poverty."

The term "Hispanic" refers to people with diverse backgrounds, experiences, and outlooks, and thus a varied policy approach is needed. Our concern here is with all those Hispanic young people who are having difficulty in the labor market because they cannot find jobs, or because the jobs they find are only part time, or because the wages they earn are insufficient to support the worker and his or her family.

Despite certain unique characteristics, Hispanic workers are much like other workers, and disadvantaged young Hispanics are like other disadvantaged youth. Like others, they seek to support their families—although their families are often larger. Like other disadvantaged young people, they experience high unemployment rates, low wages, and limited long-term prospects. And, to some extent, they benefit from general programs aimed at helping all the disadvantaged. But the Hispanic disadvantaged have some special characteristics that in part should shape public policies aimed at helping them. Otherwise the general programs may do little to improve their lives:

✓ Hispanics are concentrated in a few metropolitan regions.

The regional concentration of Hispanics is important. Of the 14.6 million Hispanics counted in the 1980 Census, 9.2 million—that is, 63 percent—lived in the three states of California (4.5 million), Texas (3.0 million), and New York (1.7 million). Adding Florida, with its .9 million, brought the concentration to 69 percent. *Programs which do not improve employment prospects in these three or four states are not likely to enhance the prospects of most young Hispanics.*

✓ Hispanics are younger.

The Census Bureau tells us that the percentage of Hispanics that are young is much greater than the percentage of youthful persons in the general labor force. Thus a large proportion of the nation's Hispanics are faced with the economic problems of youth—finding employment, settling in, and moving onto possible career ladders. Overall, then, the Hispanic labor force faces more of the obstacles to secure, stable employment than do other groups which, on average, are older. And the continuing, relatively high Hispanic birth rate means that this demographic trend is not a short-term phenomenon.

✓ Some Hispanics have language problems.

According to a recent study by sociologist Calvin Veltman, Hispanic immigrants to the United States are learning English just as quickly as did the waves of earlier immigrants. But some Hispanics—especially recent immigrants—do not possess a confident command of English, particularly written English. In addition, significant numbers of native-born Hispanics exhibit, in both English and Spanish, the low levels of language development and literacy often characteristic of poverty. These facts not only limit their economic opportunities but restrict their participation in many aspects of U.S. life.

✓ Hispanics drop out.

According to High-School-and-Beyond data, the dropout rate among Hispanics is much higher than rates for other groups. In contrast, Black youth is making great strides in the improvement of its education status. The Black high school graduation rate, for example, is nearing the national figure, and the Black college graduation rate is considerably higher than it is for Hispanics. (Since educational requirements for many jobs are increasing rapidly, many Hispanics are thus restricted to a declining and poorly paid section of the labor market.)

✓ Hispanic dropouts lack academic skills.

High-School-and-Beyond sophomores in 1980 took a battery of school-related achievement tests; average Hispanic results for all the tests were well below national norms. The same students took the same tests in 1982; Hispanic scores, for both in-school and out-of-school youth, fell even further. Hispanic students who remained in school earned reading scores, for example, which fell 1.95 points between 1980 and 1982; scores for out-of-schoolers in 1982 showed a fall of 5.58 points. Vocabulary scores for students remaining in school fell 2.33 points; the figure for out-of-schoolers was 9.95.

✓ Hispanic youths need money.

In devising programs to address the needs of Hispanic dropouts and their families and communities, it is necessary to keep one fact firmly in mind: *virtually all of them require income.* Programs that offer stipends, or earn-while-you-learn programs, are more successful in reaching and retaining dropouts than are those that encompass only training and education components.

Supply-Side Options

In attempting to affect the supply side of the labor market, our aim is to increase the employability of young Hispanic job seekers. State universities, in offering scholarships and student aid to talented individuals, make the personal and professional development of certain young people a public cost and obligation; *this support should extend to all,* not simply to those who elect to continue their formal education in four-year institutions. As Robert Kuttner has argued in his article, "The U.S. Can't Compete Without a Top-Notch Work Force" (*Business Week,* February 16, 1987), upgrading an individual's skills and knowledge benefits many future employers of an individual, not only the present employer, and therefore should be government-subsidized.

Some job training insights

At present the United States is not getting the returns it should from the nation's sizable expenditures on what might loosely be called training. But the increasing emphasis on training to retread and upgrade the U.S. labor force for new tasks may provide an opportunity to improve the employability of low-level workers. A danger, of course, is that this expanded training will continue to overlook the needs of the young, low-level, disadvantaged workers, and will concentrate on the skill needs of higher-level workers. Maintaining the productivity of high-level workers is important, but the disadvantaged worker also needs training opportunities.

Of first concern must be the question: *are jobs available for those who are trained?* Second: *is the training appropriate and adequate for effective competition in the labor market?* Training often somewhat improves the competitive position of disadvantaged workers relative to mainstream workers, but not enough to assure that the former will obtain mainstream jobs.

It must be noted at the outset that our suggestions regarding Hispanic at-risk youth are largely personnel-intensive, often requiring one-on-one interaction between trainee and trainer. The education factory did not work for these individuals the first time; the second chance should be more individualized, with clearly defined, achievable goals. Furthermore, *all programs should require that the participants understand and accept responsibility for their performance and achievement.* Many at-risk youth failed in school because little was expected of them. Second-chance programs should establish two-way accountability contracts between training institutions and the trainees.

In addition, cultural sensitivity must be built into every program that targets Hispanic youth; what works with White or Black youth may not work with all Hispanics. Programs directed by community organizations are often effective with disadvantaged, at-risk Hispanic youth. And, beyond teaching Hispanic dropouts to read and calculate in order to find work in factories, hotels, offices, and retail stores, we must make higher education possible. We must encourage and aid those who seek to attend four-year colleges and those who seek to attend community colleges and vocational schools.

Has job training worked?

Almost everybody has attended school but relatively few policy makers have participated in job training. As a result, the body of "conventional wisdom" surrounding the nature and potential of job training is misleading.

A widely accepted school of thought, for example, holds that education and hard skills are all an individual needs to achieve economic self-sufficiency. Entire job-training policy and program structures have been built on this premise. But much of today's training, like today's schooling, takes place in a vacuum, ignoring family composition and background, neighborhood environment, the educational history and skills levels of the potential trainees, the extensive support services they may require, and the realities of the job market. Ignoring these facts does not address disadvantaged Hispanics' need for access to the help that is available and knowledge about how to navigate the job market.

Reliable research and evaluation have clearly established that the less expensive, pared-down training models serve those who are at risk only minimally. Such models assist the mature individual who requires a limited amount of help.

So it follows that an enriched model, one that includes counseling, longer training cycles, childcare, transportation, and stipends might work better for poor, at-risk clients. Over the last three decades a number of programs, from WIN to CETA to JTPA, were presented to the public as programs that would deliver comprehensive, individualized training services, educational remediation, and serious investments in human capital. But the networks of supportive services promised by the programs' sponsors and supporters rarely materialized. In consequence: with the exception of the Job Corps, a reasonably effective residential program that removes at-risk young people from their environments, we really do not know if an enriched model works for at-risk youth. In truth, it has seldom been tested. The major job programs across the decades were all woefully underfunded. Program administrators could serve no more than a fraction of the eligible populations. Practical realities repeatedly pressured them to emphasize the cheaper services so that they could respond to as many clients as possible.

Have we learned anything to guide us? Yes; our information is limited, however. *Supported Work for AFDC Mothers*, the *Employment Opportunity Pilot Project*, and various of the *WIN* demonstrations were aimed specifically at testing approaches to putting welfare recipients—mainly young adults—in jobs, with an emphasis on supportive services.

The incomes of the individuals who were *already on welfare* increased more when they received more extensive services. But their earning increments decayed rapidly. For example, in Supported Work for AFDC Mothers, the income increment of $1000 per year declined to $300 per year after five years. This indicates that current training interventions are not powerful tools for substantially improving the economic lot of adult poor people who are out of work and already on welfare. *This suggests that we must reach at-risk youth before they are locked into the bottom of or out of the employment system.*

Enriched long-term programs serving poor youth do seem to produce significant benefits. A three-year follow-up study of participants in 10 Comprehensive Employment and Training Act (CETA) demonstrations implemented in 1979, at a cost of $2,000 per participant, indicated that the youths who had been trained worked more months than the controls, their wages were significantly higher, and they were more likely to be satisfied with their jobs.

Are training services available for unskilled Hispanic youth?

Historically, few programs have existed to help unskilled youth improve their academic skills and prepare for employment, largely because there was a ready market for relatively high-paid, unskilled labor. But, as the demand for skilled labor has increased, these young people have needed new ways to improve their employability. In more recent years, public employment training programs and, to a lesser extent, community-based education and GED preparation programs, have begun to take shape as the primary alternatives available to youth dropouts. These are limited options at best. Despite the tremendous political attention that has been focused on the matter of school dropouts, most programs have been geared to prevention rather than to service for already out-of-school youth. The few programs that emerged—typically termed *Second-Chance* options—exist at best in a decentralized and fragmented delivery system, haphazardly and inadequately supported.

The most substantial federal initiative aimed at the development and operation of second chance options was CETA, and a number of promising models emerged and valuable lessons were learned. However, when CETA was replaced in October 1983 with the Job Training Partnership Act (JTPA), the demonstrations and experiments with federal employment and training intervention ended. In addition, both the funding and the delivery of federally-supported employment and training services were dramatically changed, and these changes produced a reduction in services to all youth.

What is the role of JTPA? What are its limitations?

Between 1979 and 1985, federal support for employment and training dropped by 62 percent. *The $3.6 billion allocated to JTPA was sufficient to serve less than 5 percent of the total JTPA eligible population.*

The language of the Act puts a priority on serving youth and dropouts, and listed several exemplary youth programs to encourage their replication. Other requirements of the Act, however, actually obstruct service to youth.

For example, the portion of JTPA funding that can be spent on supportive services is dramatically restricted, as are the general administrative funds. Local programs are funded according to quantified performance standards, a fact which limits expenditures per participant and requires a high level of success. *Taken together, these requirements fundamentally limit how many youth trainees, particularly high-risk trainees, local programs can practically serve, because dropouts and youth in general require more extensive training and support to become employable than do adults.*

It had become obvious by 1985 that the JTPA's barriers to serving youth were stronger than the Act's mandate to provide such services. While local service delivery areas were to have spent 40 percent of their JTPA funds on services to youth, many had fallen short of this goal. In addition, less than 30 percent of the youth served were high school dropouts; most JTPA-funded youth services were for in-school youth and high school graduates with basic reading and computing skills. Youth programs were typically short, averaging 12 weeks, and consisted primarily of job-search classes or direct placement, with limited or no skill training, work experience, or support services. *Moreover, less than 10 percent of local JTPA officials interviewed in a national study either had used or were interested in using JTPA for Second Chance programs.* (See Appendix: *The Scope and Limitations of Public Employment and Training Services for Hispanic Youth Dropouts.*)

By 1987, almost all SDAs reported that they offered basic skills remediation. Staff, however, reported recruitment and delivery problems—in attendance, for example—as well as problems with the local schools.

Clearly, JTPA-funded programs continue to experience difficulty in serving Hispanic youth dropouts or unskilled Hispanic youth. Lack of training stipends and supportive services, and only limited use of basic education classes and skills training components have made JTPA an ineffective tool and resource for at-risk Hispanic youth. JTPA, as presently structured, does not provide a Second Chance, and no alternative is at hand.

A restructured JTPA

A study of JTPA-eligible populations and the programs that were intended to address their needs leads inescapably to one overall conclusion: *more money is needed*, since only a small fraction of those who are eligible can be helped under current funding limitations. Beyond funding, however, the regulations governing the Job Training Partnership Act's programs should be seriously re-thought, since the program is not adequately serving at-risk youth. Those JTPA programs that do help youth often are forced to "cream" the best of the population, because their continued funding is contingent on high levels of quantifiable success. By definition, then, the most needy are too costly to serve.

The structure and function of the PICs—the Private Industry Councils of the JTPA—must be re-thought as well. Members of the business community who sit on these boards should be more fully informed about who needs to be served and how, and should have more input in matching labor market needs and training opportunities.The labor movement has only token representation on many PICs; increased union involvement would mean more accurate inputs with respect to jobs available and training needed. PICS vary widely, but many are criticized because they appear unknowledgeable about the problems that the program is supposed to solve and about the effectiveness of the program. Misunderstood problems tend to produce irrelevant solutions.

In addition to more active and more informed PICs:

- Local SDAs—JTPA Service Delivery Areas—should refine their planning processes in order to address population groups with special needs, such as young Hispanic dropouts, and should devise program models that emphasize two-way accountability.
- JTPA's funding formula should be changed to encourage SDAs to spend more of their money on at-risk youth, including dropouts.
- An emphasis on meeting the needs of the

most needy, most difficult to serve populations should be included in funding formulas.

- The local planning functions of JTPA's PICs—Private Industry Councils, which include officials from public service agencies and the business community—should be extended to cover all related education and training resources.
- PICs should conduct local labor market analyses to improve the match between training and job opportunities.
- Job training programs directed by community-based organizations, such as Aspira, SER, and the Puerto Rican Forum, should be encouraged. (See the Appendix, pages 76-80, "Employment and Training Programs for Hispanic Youth Dropouts.")
- The U.S. Department of Labor should evaluate the SDAs' performances and assess the effectiveness of the JTPA and any local education and training initiatives.

Proposed improvements

The Reagan Administration has proposed amendments to the Job Training Partnership Act, which—if adopted *and adequately funded*—would go a long way toward restructuring part of JTPA as a second-chance program for at-risk youth. According to Labor Secretary McLaughlin, the objective of the proposal is to improve the long-term employability of these youth, enabling them to make successful transitions from school to work.

Under the proposal, "at-risk youth" would include those between the ages of 14 and 21 who suffer from severe disadvantages, such as school dropouts or those with poor academic and attendance records; those with a history of behavioral problems; students older than their classmates; pregnant or parenting teens; drug or alcohol abusers; handicapped youth; juvenile offenders; runaway or homeless youth or youth in foster care; or victims of child abuse.

In-school youth enrolled in the program would receive basic life-skills instruction and work experience during the summer; enriched basic skills and tutoring during the school year; individual and group counseling; mentoring; and training in pre-employment and socialization skills.

For students who have already dropped out of school, the program would offer occupational skills training combined with basic skills instruction; work experience; work readiness and life skills training; and post-program follow-up services. Support services such as transportation and childcare also would be available.

Service delivery areas—SDAs, which run the summer youth training programs throughout the country—would themselves determine whether to continue the traditional summer employment program, to offer a year-round program, or to offer a combination of the two.

The current allocation formula (Title II-B) would be changed in order to better target funds to economically disadvantaged youth. The current formula is determined by the level of unemployment in the area. *The new formula would allocate funds based on the relative number of disadvantaged youth residing in each state and SDA.*

The program, which would require links with existing school services, community organizations, business and labor organizations, and other education and training programs, will use the Title II-B funds, provided for summer youth employment, already included in the Administration's 1989 budget request. *No new funding was requested.*

If these proposed amendments are not adopted by the current Congress, the new Administration, whether Democrat or Republican, should consider the submission of a similar package to the new Congress. *But in either case, Congress should explore ways to substantially increase funding to create a significant second-chance program for at-risk youth.*

In addition to improving its own performance, JTPA can become a significant catalyst in the creation of other employment and training programs that can be coordinated with adult basic education programs and business and labor initiatives to devise new training options that better serve at-risk populations.

Options for long-term dropouts

For the vast majority of 19-to-24-year olds who have been out of school since they were 16 or 17 and were not doing well when they were enrolled, **intervention comes too late.** Intensive programs like the Job Corps, programs that remove them from their environments, can help, but most of those in this age group have responsibilities that keep them out of residential programs. Certainly their need for income keeps them out of job training and education programs which do not carry stipends. Hispanics form families earlier than do other groups. They cannot put their families on hold while they take advantage of a second chance.

Note, too, that these older, long-term dropouts are eligible for few second-chance programs for at-risk youth; many programs have age cutoffs and some, especially those offering more extensive skills training, have minimum-skill entrance requirements. In addition, the longer one is out of school, the greater the erosion of one's information base, especially if academic skills were shaky to begin with.

Intensive outreach must be a major part of any program designed to improve the employment prospects of older dropouts. These 19-to-24-year olds are difficult to reach. They have been divorced from the system that failed them for a long time, and they do not readily return to it. Public service announcements on television, videos and posters in frequented locations—clinics, churches, employment offices, welfare offices, parole and probation offices—and flyers tacked to telephone poles and public bulletin boards all are ways of reaching many individuals who would not otherwise be aware of education and training opportunities.

Virtually all states, for example, provide adult education programs, and parts of these curriculums might be useful to this group, but young people must be informed that such programs exist and shown how to use them.

Colleges and universities can help in several ways. Many long-term high school dropouts, both males and females, would benefit from taking secondary-level classes in a college environment rather than returning to a situation where they are far older than their classmates. (The LaGuardia College in New York City provides such a program.) Association with a university provides a sense of dignity instead of shame at returning to the site of failure. Universities can develop employment training models and work with local businesses and public schools to implement them.

The young mothers in this age group frequently can be reached through programs that serve their children, or by programs that combine early-childhood education and employment training. Because the early academic achievement of children is tied directly to the knowledge and achievement of their mothers, concentrating on the mothers produces a double benefit. Even when training does not lead to employment, expanding the mothers' horizons, providing information on child development, explaining the mysteries of balanced nutrition and preventive medicine, and drawing the mothers into partnership with the schools their children attend, can greatly advance the *next* generation's chances for success and upward mobility. (See *Changed Lives*, High/Scope Educational Research Foundation's report on the Perry Preschool experience.)

But perhaps the single most practical thing we can do for older, unskilled youth is to stop pretending that minimum-wage jobs, without health benefits, are sufficient to support the raising of a healthy family. In former times, these young people would have filled those unskilled jobs that paid relatively decent wages and provided adequate benefits—the jobs that are disappearing in our changing economy. (Our next chapter deals with creating new jobs and upgrading current jobs.)

Options for recent dropouts

We can do more to improve the life prospects of the younger, more recent dropouts. Some youths earned fair-to-good grades before they dropped out, but—for a wide variety of reasons, ranging from peer pressure to a need to support the family—became disaffected late in their school careers. Others appear to have been at-risk from day one, and became disaffected early on. Both groups can be helped, but they require different approaches and programs. A 17-year old who left school in the 8th grade with a 4th-grade reading level clearly will need more remediation than a 17-year old senior, earning Cs and Bs, who dropped out as an act of defiance, or because of the family's economic circumstances. Thus, multiple program approaches are needed.

However, none of our program suggestions will have large-scale impact unless and until we accept the following facts:

- Most of these young people lead troubled lives in troubled environments. Job training and education must go hand in hand with an acknowledgement of and a concern for their human needs.
- A life necessarily aimed at immediate survival does not support long-term thinking. We must accept the needs of these young people for cash and short-term rewards. They will not make decisions about "the rest of their lives" if the needs of the next week are going unmet.
- Because they lack access to jobs and know little about the world outside their immediate neighborhoods, they need to be shown the light at the end of the tunnel in a very direct manner. Business sector jobs and training related to jobs is the only way to build in these youths a sense of hope for the future.
- Hope for the future is the essential foundation of a willingness to make long-range investments in education and a willingness to say *no* to short-term pleasures.
- Cocky exteriors often obscure insecure interiors. Fear—of failure and the unknown—holds back many young people. Therefore mentoring strategies are particularly important.

State-mandated follow-up

Schools should continue to bear a responsibility for students after they have left full-time schooling. For both graduates and dropouts, there is a gap between school, on the one hand, and training institutions like those funded by JTPA. Either the schools should be made available beyond the traditional school years, or new institutions are needed to help former students, present workers, and the unemployed and underemployed figure out what to do about jobs, training, and long-term development. State employment services might provide this kind of help, but most would have to radically rework their programs and personnel arrangements to perform this task. It may be more practical to establish new agencies rather than attempt to revamp older ones and divest them of the baggage of their histories.

Certainly state boards of education need to follow up all students for two years after they leave school. A central information bank on individual youths and their needs and the programs available to help them will be required. Such an information bank also would provide a valuable data base, useful in monitoring the status of U.S. youth and in evaluating the programs designed to help them. Both New York City and the state of Florida are exploring initiatives of this nature.

Education/training alternatives

Alternative schools can provide a fresh start for young people who associate their former schools with low expectations and failure. Well-structured alternative schools allow them to begin anew in an environment that assumes that they can and will achieve and requires that they take responsiblity for their performance. Making schools around-the-clock community and education centers could facilitate a return to school on a part-time basis for mothers and workers, and it could encourage community support for education and expand its possibilities. Moreover, counseling and simple support from understanding adults—teachers, counselors, or principals—may be the single most important factor in turning lives around and encouraging continued schooling.

For those who show ability and desire, college and pre-professional programs should be an option. Programs should provide personal and career counseling, and actively encourage students who want to go on to college.

On the other hand, ***vocational education is a viable option only if serious reforms are put in place.*** Many well-paying jobs require technical training, and young people must have access to the training, trained in skills that are in current demand, and offered employment at the conclusion of the program.

Education/training/work

If dropouts are to be brought into the nation's economic mainstream, expanded and improved options and opportunities for *work plus education* are clearly required. These programs would include apprenticeships, which offer on-the-job training, financial compensation, and contacts in the work world; computer-assisted learning, which provides individualized instruction at the student's own pace; and programs that provide educational information in a functional context—relating academic skills to job skills, as in learning how to read a manual. (See Thomas Sticht and others, *Cast-off Youth: Policy and Training Methods from the Military Experience*, for a full description of the functional-context training approach.) Ideal training and education programs teach basic skills that are job relevant, as well as analytical reasoning abilities which allow the transfer of skills from one job to another.

In any case, if job training and education programs do not provide stipends, the scheduling of such programs must be made flexible to accommodate the earning needs of participants.

Partnerships between business, labor unions, and education obviously are essential in programs that attempt to mainstream dropouts. Trade unions often have a role in joint training programs, and in fact are often the administrators of such programs. Teachers and job trainers that come from local districts, unions, and community-based organizations can work directly with local employers who must have input in terms of the skills and standards of performance that trainees are taught. Employers can provide flexible work schedules for employees involved in a program, and perhaps compensation for some or all of the time spent in learning as long as the trainees maintain performance standards.

According to the Hudson Institute's *Workforce 2000*, "Private employers have a new, and more extensive, role to play in the development of their workforces. Not only are they critically affected by the quality of the workers they will hire over the next 13 years, *they are among the most knowledgeable designers and implementers of cost-effective, technology-based training programs*. [Emphasis added.] If there are real breakthroughs in training and hiring young disadvantaged workers be-

tween now and the year 2000, 'second chance' educational systems developed at the worksite are likely to play a key role."

Using entry-level jobs as training resources

Trade unions have long sponsored apprenticeship programs designed to produce skilled workers in specific crafts. Unions pay most program costs through collective bargaining, and—according to the *Proceedings* of an AFL-CIO Training and Education Conference in December 1986—unions in the building trades alone spend over $500 million a year in training apprentices and journeymen. Traditionally, an apprentice must possess a high school diploma or equivalent and a satisfactory work record with the employer. However, the apprenticeship concept can be expanded.

To motivate high school students to stay in school, joint union/employer programs might provide training that leads to employment after graduation. To serve older youths whose circumstances require that they support themselves and their families while they learn, apprenticeship-and-study contracts, with jobs guaranteed upon successful completion of the contracts, could be companion programs to the school/business collaboration programs—like the Boston Compact and Portland Investment.

Curtis E. Plott, CEO, American Society for Training and Development, quoted in the June 21, 1988, edition of *The Wall Street Journal*, cites European schools, especially Swedish schools, that switch students back and forth between classrooms and apprentice-type jobs. In this country the Labor Department's Apprenticeship 2000 project is looking into the direction of U.S. apprenticeship programs, with special reference to targeting particular groups and new occupations and industries.

Another possibility would be the conversion of the existing prime work places of Hispanics (and other disadvantaged young workers) into education and training sites as well as work places, providing compensation for both employer and employee—a new and somewhat different form of on-the-job training. Many Hispanics, especially young Hispanics, are working in low-level service jobs. It should be possible to give incentives to employers to provide schooling and job training in conjunction with these jobs. For example, a fast-food employer might provide English-literacy development as part of the job, paying its hourly wages to those involved. The employer could provide the education and training, or might contract with a public or private agency to do so. The company would be reimbursed for its wage costs and given rewards for various levels of trainee achievement.

Where possible, training should take place close to the work premises; otherwise, transportation should be provided. Lengthening or redefining the work day to include training activities is much more effective than trying to induce employees to go to another facility for their training, hours after they have completed a work stint. The program, of course, should be voluntary, with performance standards for both employers and employees. Unlike the usual on-the-job training program, the aim is not to have the trainee remain with the firm but to move out to higher-level occupations in other firms. (However, if the employer did promote the trainee to a higher position, a bonus might be provided for the employer.)

The objective is to develop accountability and aspiration and to make work an educational experience for everybody. In a revision of John Dewey, the father of progressive education, the theme might be *doing by learning*. Work should be a growth-inducing, developmental experience. But it will take well-designed, well-executed policies to make that true for, especially young and disadvantaged Hispanic workers.

Options for immigrants

Continued high immigration rates contribute to the Hispanic population's size and concentration, to the population's youth, and to the limited schooling of the Hispanic labor force. Between 1985 and 2000, immigrants will comprise 22 percent of new entrants to the U.S. workforce, and less than a third will have a high school education.

Since immigration is an unsettling condition, even under the best of circumstances, the problems facing these Hispanic workers are compounded. A large percentage of recent Hispanic immigrants still come from the agricultural areas of Mexico, and since most of these immigrants now live in the inner cities of dense metropolitan areas in the United States, their problems of adjustment are understandably intense. In addition, Hispanics experience the disruption of moving their homes more often than do other Americans; 20.4 percent of Hispanics in 1984 lived in a home other than the home they had inhabited in 1983, a much higher percentage than was true for Whites and Blacks.

Word-of-mouth is important in learning about job opportunities. Those who live in immigrant enclaves, where the employed all work in low-paying enterprises, do not learn much about better employment prospects elsewhere. Immigrants are limited to the jobs they feel safe in seeking. The result is that many Hispanic immigrants are employed in small, marginal companies—companies with uncertain prospects that pay low wages.

Immigrants who have not completed high school share the needs of other dropouts, but they have special needs as well, including bilingual referral services, language classes, cultural transition programs, and orientation. Most Hispanic immigrants and Puerto Rican migrants are "self-settling"; there are no formal government programs to help them learn how to function in the United States. *Refugees*, on the other hand, such as Cubans, Hungarians, Soviet Jews, and Indochinese, usually are offered a comprehensive package of programs which include 6 to 12 weeks of intensive English language instruction, general orientation, housing assistance, skills training, and help in finding jobs. *Thus young Hispanic immigrants might find especially useful the settlement-house concept*—a one-stop, bilingual service agency providing information, counseling, classes in English, referrals to other agencies, and a sense of community and neighborhood.

Options for young mothers

High-School-and-Beyond data show that many Hispanic females drop out of school to bear babies and raise families of their own, frequently as single parents. Their needs, and the needs of their children, which can hardly be exaggerated, comprise nutrition, shelter, health care, transportation, and childcare—all needs which must be met, one way or another, before remedial education, job training, and employment can be tackled. *Unless their childcare, transportation, and income problems are met, they cannot take advantage of job training* *opportunities nor can they return to school.*

In addition to job skills and basic education, women with small children need to be able to work part time without forfeiting *all* fringe benefits. Clearly, too, there is a need for employer-sponsored childcare. Federal and state governments can support childcare through tax deductions for companies that provide it.

The Avancé program in San Antonio is an example of a neighborhood-based initiative that addresses the complex needs of young mothers. The program targets unemployed Hispanic women and begins by helping mothers help their children. Thereafter it tailors personal education and job-training experiences for women interested in careers outside the home or in self-development. Along the way, Avancé makes special outreach efforts to fathers of intact families to involve them in their children's education and in job training or to help them find jobs. As with long-term dropouts, special outreach efforts are essential if these young, often isolated mothers are to be helped. Responding to their children's needs may be the most effective way to recruit and retain them. The cost benefit of mother/child initiatives, however, is not always immediately evident. The long-range positive impact on the children's achievement may be more dramatic than any short-range improvement in the family income. *Social change often is an incremental process that does not lead to instant results or to visible savings that unleash widespread public support.*

Finally, evaluation

We have proposed, above, a number of new programs, plus extensions and modifications of existing programs. Though we have not yet mentioned *evaluation* in connection with these programs, clearly it is an essential element in all of them. An assessment mechanism must be built into every education/training/work program that is designed to meet the needs of young Hispanic and other dropouts. Reliable evaluation makes it possible for the nation's policy makers and practitioners to gain an understanding, over time, of the strategies that work and the programs that yield significant returns on the investment of public money.

V.

The Demand Side: Providing Jobs

GENERAL ECONOMIC EXPANSION IS AS IMPORTANT TO HISPANICS AS IT IS TO ANY OTHER GROUP OF WORKERS. Expansion increases demand, it pressures employers to hire people whom they previously were reluctant to employ, it pushes up wages for workers at the bottom as well as higher up the job ladder, and it creates promotion opportunities. Economic expansion creates a more favorable environment for all workers, but especially for the disadvantaged.

Increasing the total number of jobs available to Hispanics is clearly important, but the kinds of jobs and their structures are also significant. As economist Frank Levy argues in *Dollars and Dreams: The Changing American Distribution of Income*, the United States has experienced a "wage depression," a decline in real average wages, since 1973. Improving real wage levels as well as increasing employment is, therefore, essential for Hispanic workers who earn low wages that have not risen in more than a decade. Hispanics are caught in a worsening situation at the low end of the wage scale.

Nationally, public attention is focused on the low number of new entry-level workers, the result of the "baby bust," and this may obscure the fact that there are relatively *many* Hispanic entrants. The general prospect of high demand for workers—already reflected in the higher-than-minimum wages offered to entrants in some labor markets—does not reflect the reality of the young Hispanics who are entering a few particular labor markets in large numbers.

Strategy One: Using Programs of General Benefit

National policies of macro or general expansion are a fundamental requirement. Alvin Schor, writing about social policies in *Common Decency*, emphasizes what he calls mainstreaming policies, which do not single out the poor but benefit most people and *particularly the poor.* William Julius Wilson, writing about Blacks in *The Truly Disadvantaged*, says this approach is both politically and economically necessary. Macro policies to expand the economy and improve wages are mainstream policies which have great benefits for Hispanic workers, and Hispanics would not be alone in calling for initiatives that so broadly benefit society.

On the other hand, national growth *alone* is unlikely to solve concentrated unemployment and under-employment problems. The facts strongly suggest that macro policies of expansion—*without* additional strategies—would be insufficient to remedy Hispanic labor market problems. State variations in the presence and conditions of Hispanics call for targeted approaches in national programs. The extraordinary concentration of the Hispanic population means that programs that benefit all states on an equal basis may do little to improve Hispanic prospects. The same may apply within a state if the Hispanic population is largely concentrated in one metropolitan area.

For example, "trigger" approaches to programs, where funds are increased or released for expenditure if unemployment rates nationally reach a particular level, may not benefit Hispanics. If the states in which Hispanics are concentrated are in economic difficulties but national unemployment rates are low, no funds will be triggered to assist the troubled states.

Aspects of concentration other than sheer numbers may be important, as well. The Hispanic *target efficiency* of programs—the percentage of expenditures benefiting Hispanics— will be higher in states like New Mexico, where Hispanics are a high percentage of the population, than in California, for example, where there are five times as many Hispanics but where Hispanics are a smaller percentage of the total state population. (For specific state figures, see *The Hispanic Almanac.*, HPDP, 1986) A more refined approach to target efficiency would consider the degree of concentration of Hispanics among the disadvantaged in particular states.

A qualitative approach to target efficiency would attempt to ensure that the *most disadvantaged* Hispanics, rather than all Hispanics, would be the primary beneficiaries of policies. An equitable policy would call for concentration of resources in states with a high absolute or relative number of the most disadvantaged.

Job ladders

The "baby bust," now visible in the reduced numbers of workers entering the labor market, provides an opening for refocusing on job ladders. Many Hispanics, for example, are employed in the large and growing professional service sectors where they are caught in mainly low-level positions. At the same time, some sectors are experiencing shortages of professionals. The health professions, for example, are suffering a shortage of nurses.

Both problems could be solved by providing targeted schooling and training to make it possible for employees in low-level, low-paid jobs to move to fully credentialed positions in these sectors.

In the 1960s the para-professional position was invented to encourage promotional opportunities, especially for minorities, in health, social service, and education. The present would be a good time to *reintroduce*, on a wider scale, the para-professional ladder to good jobs in these and other fields. Nearly 60 years ago, Robert and Helen Lynd, authors of *Middletown: A Study in American Culture*, pointed out that job mobility ladders in Middletown had missing rungs so that it was exceedingly difficult to move from blue-collar to higher-level, white-collar jobs. Even more rungs are missing in the complicated, overly credentialed job ladders of today. Job descriptions, qualifications, and recruitment patterns are neither immutable nor optimal, but they operate against disadvantaged Hispanics. They can be changed so that they benefit employers as well as employees.

Repairing the U.S. infrastructure

In years to come, large expenditures will be devoted to improving the deteriorating national infrastructure of highways, bridges, water supplies, sewage and waste removal systems, and public buildings. Much of this activity will take place in areas where many Hispanics now live. Consideration of how to make this spending more effective in producing jobs for disadvantaged workers should receive a great deal more attention than it has to date. If new, large infrastructure programs are carried out as they were in the past, they will employ skilled, trained workers, and will offer only limited openings to the less schooled and less experienced.

Since the national need for infrastructure investments is enormous, it will be necessary to put in place a system of allocation for the distribution of federal and state funds. *The funding criteria could be widened to include the employment of disadvantaged workers.*

Any initiative to make infrastructure outputs more employment-productive, particularly for disadvantaged workers, requires incentives for business. For example, a major change could be made by extending the concept of "best bid" for public construction projects by broadening the criteria to include the number of jobs produced, the number of jobs filled by disadvantaged workers, and the extent of any upgrading of disadvantaged workers. Various weights could be attached to these and other criteria— such as production techniques, environmental impacts, and the like. The demand for workers with limited school credentials could be increased in a high-wage industry by modifying the concept of "best bid" to include employment objectives.

Strategy Two: Using Public Funds

Promoting Hispanic entrepreneurship

The total number of jobs and, in particular, the number of relatively well-paid jobs available to people without formal education and with limited English-language facility might be increased by encouraging Hispanic entrepreneurs. In Britain, for example, an unemployed person who starts a business can continue to receive enhanced unemployment benefits for up to two years if additional employees are hired into the new enterprise. At least two states in this country are planning to experiment with this idea. This strategy also might well train some Hispanics to move successfully into mainstream job sectors. The density of Hispanics in particular areas facilitates the emergence of Hispanic business people. On the other hand, business experience is limited among the Hispanic poor, and backup support—capital, loans, training, specialized advice—is required if bankruptcy is to be avoided.

Government as the employer of last resort

Government funds, of course, also could be used directly to create jobs for the long-time unemployed in particular regions. But unlike some previous programs featuring government as the employer of last resort, *we recommend that any government-jobs program include employee development as well as community service*. The aim should be to qualify the employee for some substantial, available job after the government work has been completed.

Using the transfer benefit

Greater use should be made of income transfer benefits (e.g., welfare) as an inducement to employers to hire, train, and upgrade workers whom they have not hired in large numbers before. Varied types of public money could be flexibly used to promote employment expansion, especially for disadvantaged workers.

These funds most likely will be used to induce welfare mothers whose youngest children have reached a particular age to enter the labor market by getting jobs, actively seeking work, or entering an approved training program. The outcome, unfortunately, may be a good deal of training that does *not* lead to jobs, or leads to placement in low-level jobs with no future. Effective programs might incorporate the following principles:

- Give employers an incentive to hire disadvantaged workers—AFDC mothers, for example—at jobs *above* the minimum wage;
- Continue AFDC benefits during the job training period, with employers providing additional wages, until the trainee can be hired as a regular employee;
- Respond to the basic needs of many welfare families, providing childcare vouchers and medical benefits, transportation, and backup social support. It is critical that job training for disadvantaged workers be a path to careers rather than temporary placements in dead-end jobs.

Strategy Three: Improving Current Jobs

Simply improving the jobs that Hispanics already hold can be important, and a wide variety of measures could enhance these jobs:

Increasing the federal or state minimum wage would add to the incomes of low-wage families. (These gains might be somewhat offset—how much, if at all, is in great dispute—by a decline in the number of jobs at the bottom of the job market.)

Establishing a national health insurance program that provides, for all who work, a minimum level of medical services would make poor families more secure. Establishing incentives to persuade employers to provide health insurance is another option. Many jobs currently held by Hispanics do not provide health protection, especially important for large families.

Extending unemployment insurance coverage to smaller firms would have similar benefits.

Increasing the Earned Income Tax Credit, which in effect returns part of the social security tax, would increase the post-tax take-home pay of workers in low-wage jobs.

Extending fringe benefits to part-time workers would provide help to many of the neediest, especially young working mothers who are heads of households.

In sum, opening up new kinds of employment opportunities, restructuring jobs, enhancing job benefits, and improving education and training are all central to bringing Hispanic workers more effectively into the employment mainstream. The concentration of Hispanics makes changes in Hispanic job futures both easier—since improved employment rates in only a few major states could produce a major shift in the Hispanic job picture—and more difficult, since national resources would have to be won for particular locales, always a difficult political task.

Economist Michael Kalecki pointed out almost 50 years ago in his far-seeing analysis of the politics of the business cycle that political factors shape employment prospects through decisions about whether to increase or decrease the interest rate in order to promote or retard economic expansion, or whether to initiate government employment and training programs.

Clearly, Hispanics should have a larger share of the good jobs in the U.S. economy. ***To a major extent, whether they achieve their fair share is a political decision—not an unavoidable product of "natural" economic and social forces.***

VI.
In Conclusion: Systems out of Sync

If all memory of our current education and job training systems were to be wiped magically out of human consciousness—and if it then were necessary to invent new systems to serve inner city youth—there is no possibility that policy makers would concoct the ineffectual arrangements that are in place today. The problem is not that educators and school administrators or trainers and training administrators are unconcerned. In fact, they are deeply disturbed. Nor are the systems themselves inherently bad. But the systems were created for another time and set of circumstances; they are irrelevant in the realities of today's youth.

For example, the September-to-June school year was not divinely mandated; it was a practical way to assure children's labor during the harvest. And when the elementary/secondary school progression was established, no one expected any significant percentage of students entering first grade to earn high school diplomas. It was expected that the vast majority of students would leave school at the elementary level to go into unskilled labor. Those who went on to high school were exceptional or middle-class—students who could adapt to a structured academic learning mold. They were relatively few in number. The less verbal young people, the non-English speakers, and the youth who were struggling with poverty-related problems were not in the secondary schools. They were in the labor force.

Times have changed and some needs have changed. Today the harvest is irrelevant in cities and suburbs. Entry-level jobs now require considerably higher skills than they formerly did. And most youth who leave school without a high school diploma can expect great difficulty in earning a living wage in an honest manner.

But other needs *have not* changed. Poor youth still need money, and often must go to work to support themselves or contribute to the support of their families before they have completed a high school education. Poor children continue to lack enrichment experiences and are often less verbal than their middle-class peers. Children continue to enter school from different backgrounds and with different experiences that affect their learning. Some individuals need more time-on-task; some individuals learn by *doing* rather than by exploring matters in the abstract.

In fundamental ways the institutional systems now in place fail to promote the development of preschool children in at-risk families, and fail to serve today's already disadvantaged young people. Society essentially has ignored the preschoolers, and is trying to shoehorn large numbers of at-risk youth into antiquated systems instead of configuring new arrangements that accommodate their needs, particularly their need to earn while they learn, at their own paces, and their need for transportation and childcare while learning, working, and acquiring marketable skills.

Until the nation is ready to make major investments in young children, from birth to ten, we will continue—year after year—to confront large pools of middle schoolers who lack the skills and confidence required to proceed in an effective manner through traditional secondary schools. If these neglected young people are to fulfill their potentials and become productive workers, we must rid ourselves of preconceived notions and develop practical and flexible responses to the reality of their lives.

The next administration might begin with an incentive and reward program. Under such an initiative states and municipalities would be challenged to develop new structures to serve the educationally unprepared and economically vulnerable and would be rewarded for meeting education and employment goals.

Because—although collaboration between government, business, labor, schools, and social services is vital to the resolution of problems we face—*collaboration alone is not the magic answer*. It is too late to "patch" and too late to "reorganize" individual systems. It is time for the collaborators to *discard old systems*—however painful that may be—and to start all over again.

Epilogue

The National League of Cities, citing several reasons for youth unemployment, has stated, *"By far the most influential factor contributing to youth unemployment is lack of basic educational skills."*

It is not our intention to lecture on the self-evident economy of transmitting education, a work ethic, and long-term planning and life skills to our youth while they are still in school. We wish only to underscore the crucial need to systematically promote an understanding among children, *both girls and boys*—starting in the 6th grade and continuing through grade 12—that someday *they will have to support themselves*, and that in order to do so they will need:

1. To know what kinds of jobs are available and what skills those jobs require.
2. To understand that they themselves are an important part of the economic system and that they have to "give," i.e. work to learn, in order to "get."
3. To perceive that there *is* a future in the local economy and that local business is necessarily concerned about their education and their skills.
4. To gain experience in working so that they see a practical relationship between education and job opportunities and between hard work and success.

The critical points for at-risk youth who are still in school are the transition from middle school to high school; the summer between their junior and senior high school years; and the day, usually their 16th birthday, when they can legally leave school. *These are the pivotal times when school and business can make a difference.*

APPENDIX

The Scope and Limitations of Public Employment andTraining Services for Hispanic Youth Dropouts

Submitted to the
Hispanic Policy Development Project
by
The Academy for Educational Development
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The Scope and Limitations of Public Employment and Training Services for Hispanic Youth Dropouts

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INTRODUCTION

A. Overview

Persistently high public school dropout rates have generated substantial interest in finding feasible ways to bring down the dropout rates and to help out-of-school youth complete their education and prepare for employment. These efforts must address the unique needs of special groups that may be adversely affected or underserved by existing programs. One such special group is Hispanic youth dropouts.

Estimates suggest that 14 to 25 percent of each entering ninth grade class in our public high schools will not graduate. Youth attending urban schools are two to three times more likely to drop out. Hispanic youth are even more likely to drop out than are youth generally, with devastating impact on their future employment and social opportunities. As population and labor market projections show, this problem will have an increasingly adverse impact on our society's future as well.

To reverse this trend, we need to marshall all available resources and target the appropriate services to the appropriate population. For youth dropouts, the primary, but limited, resource is the national Job Training Partnership Act (JTPA). But earlier research has shown that JTPA funding has not been used effectively to support training for Hispanic youth or youth dropouts in general.

To update the status of JTPA services for Hispanic youth dropouts and to focus attention on the magnitude of need within certain areas that have high concentrations of Hispanics, the Academy for Educational Development (AED) conducted an in-depth demographic and program-related study of JTPA services for the Hispanic Policy Development Project (HPDP). A major objective of this research was to place on the public policy agenda the growing lack of preparedness among young Hispanic workers, particularly youth dropouts, and JTPA's potential to address this problem.

The findings presented below are based on research conducted by staff of the Academy for Educational Development, in cooperation with consultants from Grinker Associates, Inc., and Pickman Consulting Group, Inc. The findings are the result of an in-depth investigation focusing on the primary public employment and training services for Hispanic dropouts in 30 cities across the country. Key JTPA officials in each city were interviewed about their services, their perceptions of the needs of Hispanic youth dropouts, and their difficulties in addressing these needs. Through this investigation our staff identified model employment and training programs for Hispanic youth dropouts.

B. The Hispanic Youth Dropout Problem

What are the population trends for U.S. Hispanics? According to the March 1987 Current Population Report, there were 18.8 million Hispanics in the United States at that time, representing 7.95 percent of the total U.S. mainland population.[1] Mexican Americans are the largest group, making up 63 percent of all Hispanics. The remainder include Puerto Ricans (12 percent), Cubans (5 percent), Central and South Americans (11 percent), and other Hispanics (8 percent). Hispanics are concentrated in major metropolitan areas and the southwestern states. Eighty-seven percent of Hispanics live in metropolitan areas, a much higher percentage than that for other racial or ethnic groups. As of 1980, two-thirds of U.S. Hispanics were living in three states: California, Texas, and New York.[2] It is estimated that by the year 2000, the Hispanic population in the United States will be 25-30 million, representing 11 percent of the total population.

Almost half of the U.S. Hispanic population is 21 years of age or younger, whereas just one-third of the total population falls within this age group. In addition, the birth rate for Hispanics is higher than for the population as a whole. From 11 to 12 percent of all U.S. births have been Hispanic for the last few years. Given the age and population distribution of Hispanics, as well as their higher fertility rate, it has been predicted that Hispanic youth will become an increasingly greater proportion of the labor force over the next few years. Without adequate education and employment preparation, most will not be equipped for more than a narrow range of employment, as explained in greater depth below.

Who Drops Out? Hispanic youth are most likely of all types of youth to drop out of school and not complete their high school education. According to March 1987 Census data, 51 percent of Hispanics 25 years and older were high school graduates, in contrast to 77 percent of non-Hispanics.[3] Other estimates of 1980 sophomores who dropped out before graduating show differences in dropout rates by race and ethnicity: 19 percent of Hispanics, 17 percent of Blacks, and 12 percent of White sophomores do not finish high school.[4] Hispanic young women and men are equally likely to drop out, unlike other racial and ethnic groups in which young women are slightly less likely than young men to drop out,[5] and certain groups of Hispanics have particularly high dropout rates: rural residents, Mexican Americans, Puerto Ricans, and non-English-speakers.[6] Hispanic youth also tend to drop out of school *earlier* than do other youth; up to 41 percent of Hispanic youth leave before they reach their sophomore year.[7] As a result, Hispanic dropouts are less well prepared academically for productive economic and social futures than other youth.

Why do they drop out? National surveys of adolescents have yielded findings on the reasons given for dropping out of school. A national sample of youth who were high school sophomores in 1980 and later dropped out of school reported that they left most frequently for school-related problems, including poor grades, discipline problems, not getting along with teachers, and generally not liking school. They also identified family-related problems, such as getting married, being pregnant, or needing to work, as their reasons for leaving school early. Less frequently, they mentioned personal problems, such as being sick or responding to peer pressure.[8]

Young men and women generally differ on the reasons they give for dropping out of school, and these differences persist among Hispanic youth. But Hispanic youth differed from other youth on two reasons for dropping out:[9]

- All youth were as likely to leave school because of poor grades, expulsion, or suspension, but Hispanics were less likely to explain that they left because "school was not for them," or they could not get along with the teachers.
- Hispanic youth were more likely than all youth to drop out because of family-related reasons: being married or pregnant or needing to work. (See Supplement Table A-1.)

Personal characteristics and school experiences can indicate which youth are more likely to drop out, but several special factors contribute to Hispanic youths' educational achievement and thus their likelihood of remaining in school: their socio-economic background; their English-language ability; and whether they are born on the U.S. mainland.[10]

Several school-related factors also cause Hispanic youngsters to drop out, including poor school quality, discrimination on the part of school professionals against Hispanics, and teachers' "self-fulfilling prophecies" of low achievement for Hispanic youth.[11] Hispanic youth are also more likely than other youth to suffer severe academic problems, and these problems are highly correlated with dropping out of school.[12]

National survey estimates have shown that Hispanic youth perform more poorly in school than do other youth: 40 percent of Hispanic sophomores, in contrast to 29 percent of all sophomores, had below average grades. In addition, Hispanic sophomores are much less likely than all sophomores to be enrolled in an academic program (25 and 38 percent respectively).[13]

Hispanic children are much more likely to be overage for grade than other children. For example, one study found that 12 percent of Hispanic sophomores, in contrast to 4 percent of White sophomores, were two years below grade level for their age. Hispanic children who were born outside the United States, have limited-English proficiency, or have parents with low education levels are more likely than others to be overage for grade.[14]

Hispanic youth from non-English language backgrounds are three times as likely as other Hispanics to drop out of school. This group of Hispanic youth, therefore, is particularly vulnerable and needs special assistance to address the group's English language and academic needs.

There are few available estimates of the number of Hispanic youth who have limited English-speaking skills. Most Hispanics speak English and Spanish, but with varying degrees of fluency. According to the National Council of La Raza, just one-quarter of Spanish speakers reported that they do not speak English well or at all. The 1978 Children's English and Services Study estimated that "there were 1.7 million Spanish-language background children ages 5-14 with limited-English proficiency."[15] Unfortunately, the same study found that only 36 percent of children identified as limited-English proficient were assessed by their schools as needing assistance. Thus it is not surprising that limited-English proficient Hispanic youth, lacking the assistance that they need, are more likely to drop out of school.

While low socio-economic status is a powerful predictor of whether a student will drop out, researchers have found that Hispanic youth drop out at higher rates than do other youth, even when family income is controlled.[16] Their language minority status seems to be more of a barrier to school completion than it has been for youth of other racial and ethnic groups.

What are the consequences of dropping out? Youths who drop out can try to complete their education elsewhere, or they can seek financial support through employment or other means. As many as half of all dropouts pursue the first option within four years of dropping out, either re-entering school or enrolling in GED classes. Hispanic youth dropouts, however, are less likely than other youth to seek this option. Within two years of dropping out, just 39 percent of Hispanic dropouts returned to school or enrolled in GED classes, in contrast to 51 percent of Black and 54 percent of White dropouts.[17]

Youth dropouts who choose not to return to school find that their lack of academic preparation limits their employment options and thus their economic future. Generally, youth dropouts are less likely than school graduates to be in the labor force, that is, either employed or seeking employment, (68 and 87 percent respectively).[18] Of those in the labor force, dropouts are less likely than graduates to be employed (75 and 90 percent, respectively).[19] If employed, youth dropouts have more limited job opportunities, a fact which translates into lower cumulative lifetime earnings: projections estimate that youth dropouts will earn about one-third less than their graduating peers.[20]

The poorer educational preparation of Hispanic youth further limits their labor force participation rates and the employment they are able to find. Sixty-six percent of Hispanic youth, compared to 57 percent of Black and 71 percent of White youth, are in the labor force.[21] As would be expected, Hispanic youth dropouts have higher unemployment rates than do Hispanic graduates (17 and 11 percent, respectively, were employed in October 1986). But, despite the likelihood that Hispanic youth dropouts have more limited basic skills than do Black and White youth dropouts, because they drop out of school earlier, Hispanic youth dropouts have the lowest unemployment rates among all these dropouts.[22] Differences in their work and income patterns, however, suggest that their job choices are restricted by their poor educational preparation.

Overall, 43 percent of all Hispanic teenagers and 76 percent of Hispanic youth ages 20 to 24 years are working. White teenagers and youth are more likely and Black youth less likely to be working. Hispanic youths are more likely than Black and White youth to work year-round and on full-time jobs. As a result of these work patterns, Hispanic teenagers have slightly higher annual incomes than do Whites and Blacks. But this difference shifts as these teenagers become young adults; then Hispanic youths have lower incomes than do White youth, although they have worked more.[23]

On average, Hispanic families earn much less than do White families, but do slightly better than Black families. In 1986, the median family income for non-Hispanics was $30,231, while it was just $19,995 for Hispanics. In addition, Hispanic women have lower incomes than White or Black women. As a result, Hispanics are almost twice as likely as Whites to be poor. In 1986, 25 percent of Hispanic families were living on incomes that were below the federal poverty line. In addition, 40 percent of Hispanic families that are headed by youth (16 to 21 years of age) are classified as living in poverty.[24]

A major cause of these lower earnings is that Hispanics are under-employed when working: they tend to be intermittently employed, to find only part-time work when they want full-time, and to hold marginal or lower-level blue- and white-collar jobs.[25] Male Hispanics are less likely than non-Hispanics to have professional and managerial jobs (11 and 26 percent respectively) and are more likely to hold manufacturing and service jobs.[26] Hispanic workers are concentrated in a few labor markets, which means they are more likely to do poorly when these markets are affected.[27]

A review of our recent economic history shows that these circumstances have been worsening, particularly for youth dropouts.[28] Over the past 15 years, our national economy has stagnated, reducing real wages and earnings. Young adults in particular, especially males who lack a high school diploma, have fared badly during this period. Among Hispanic males 20-24 years old, annual real mean earnings have declined by almost 40 percent for high school dropouts and 28 percent for high school graduates. This decline is similar to that of White males and less severe than that of Black males. The gap between the mean annual incomes of young male adult high school dropouts and graduates almost doubled between the early 1960s and the early 1980s. More than ever, a high school diploma improves young adults' employment and earning opportunities, and thus the lack of a diploma has serious ramifications for these youth and their families.

Between 1973 and 1984, the percentage of young Hispanic male adults whose earnings could support a family of three above the poverty level fell by almost half, to 35 percent. White males experienced a similar but less severe decline, and Black males an equally severe decline. Analysts have found a negative relationship between the decline in real earnings of young males and their marriage behavior and family formation. This has severe consequences for their children, who are much more likely to grow up in female-headed households: 93 percent of these children can expect to live at least some time in poverty, and two-thirds will spend their entire childhood in poverty.[29]

In reviewing the relationship between educational attainment and employment earnings, policy analysts have concluded that basic skill levels are a substantial determinant of the variations in earnings among young men and women.[30] Fewer basic skills are highly correlated with dropping out of school, adolescent parenthood, and welfare dependency. Current employment opportunities are determined by good basic skills and, increasingly, by post-secondary education and training.

Given past trends and their current employment patterns, Hispanics, particularly those who have dropped out of school, will not fare well as the predicted changes in our labor market occur.[31] It is true that a large number of jobs will be created in some medium- to low-skilled fields, particularly service occupations, administrative support, and marketing and sales (which together will make up half the net new jobs). While several jobs in these categories will require only modest levels of skill, they also are concentrated in service industries in which wage gains and productivity growth have been weak.[32] Professions requiring high skills levels will grow rapidly, however, and most new jobs will demand more education and higher levels of language, math, and reasoning skills.[33]

These changes in the job market will be particularly difficult for Hispanics (as well as for Black men) if they continue to remain in their current occupational fields, because they are predominantly employed in declining occupations. Hispanics, as well as Blacks, lack the education and skill levels that will be needed and so will have a difficult time making the transition into the growth areas. Hispanic youth dropouts will fare least well, unless they are given opportunities to improve their academic and job-readiness skills.

C. Service Delivery for Hispanic Youth Dropouts

What services are available for Hispanic youth dropouts? Despite tremendous public attention directed to the problem of school dropouts and their obvious need for assistance, most service delivery solutions have been aimed at prevention rather than support for out-of-school youth. Historically, few options have existed that would help youth dropouts improve their academic skills and prepare for employment. Public employment and training programs and, to a lesser extent, community-based education and other GED preparation programs are the primary alternatives that have been available to youth dropouts. These are typically called "second chance" programs, which exist as a decentralized and fragmented service delivery system nationwide. Investment in the development and operation of these programs has been characterized as inadequate, haphazard, and uncertain.

The most substantial federal support for the development and operation of second chance programs occurred in the 1970s, through the Comprehensive Employment and Training Act (CETA). During the late 1970s, the federal government supported a major national demonstration to test how best to assist youth dropouts in preparing for employment.[34] But when CETA was replaced in October 1983 with the Job Training Partnership Act (JTPA), the demonstrations and experimentations with federal employment and training interventions ended. In addition, the delivery and funding of federally-supported employment and training services were changed, leading to questions about whether and how well youth dropouts would be served.

JTPA Services and Limitations. Between 1979 and 1985, federal support for employment and training dropped by 62 percent, to $3.6 billion in JTPA funds in 1985.[35] *These federal funds were sufficient to serve less than 5 percent of the total JTPA-eligible population.* While the Act placed a priority on serving youth and dropouts, it did not define youth dropouts as a specific priority. Though the Act listed for replication several exemplary youth programs targeting high-risk youth, other requirements appear to discourage their incorporation. The portion of funding that could be spent on supportive services was dramatically restricted, as were general administrative funds. Local programs are funded according to quantified performance standards, which limit expenditures per participant and require a high degree of success.[36] These requirements place severe limits on local program efforts to serve youth dropouts, who are typically hard to serve, requiring more extensive training and support to become employable than do other youths and adults.

By 1985, it had become obvious that little support existed in JTPA for second chance programs for youth dropouts. While the Act specifies that local service delivery areas (SDAs) are to spend 40 percent of their JTPA funds on services to youth, the SDAs were averaging less than 70 percent of this goal. In addition, less than 30 percent of the youth served were high school dropouts. Instead, most JTPA-funded youth services were for in-school youth and high school graduates. Youth programs were typically short (averaging 12 weeks) and were primarily job-search classes or direct placement, with limited or no skills training, work experience, or support services. Moreover, less than 10 percent of local JTPA officials interviewed in a national study either had or were interested in using JTPA for second chance programs.[37]

Despite these limitations and reduced service delivery, the federal employment and training system remains the primary second chance opportunity for youth dropouts, including Hispanics. Under this Act, youth are defined as individuals between 16 and 21 years of age. To be eligible for JTPA-funded services, youths and adults must be economically disadvantaged. The Act targets school dropouts but specifies only that they are to be served "equitably."[38]

The Job Training Partnership Act comprises several Titles which detail the nature and focus of services. There are five major sections: Title I establishes JTPA's purpose, institutional framework, and programmatic rules. Title II deals with training services for the economically disadvantaged, including the year-round II-A programs for adults and youth and the II-B summer youth program. Title III is focused on assistance for dislocated workers. Title IV provides federally administered programs for Native Americans, migrant workers, and veterans, and includes Job Corps and other special activities. Title V contains miscellaneous provisions.

About half the funding is provided under Title II-A, and 78 percent of this is for local service delivery (40 percent of this funding targets youth). The remaining 22 percent is used as set-asides for state agencies to allocate for specific purposes. One portion, an 8-percent set-aside, is intended to facilitate coordination between education and JTPA. This set-aside funding does not require performance standards for services, and is often used for basic education and employment preparation programs for hard-to-serve groups, including youth dropouts. Finally, there is Title II-B, which authorizes funds for the Summer Youth Employment and Training programs. Several services, including basic skills training, can be incorporated into these summer programs, and youth as young as 14 years are eligible.

There are several concerns about how well JTPA-funded programs serve Hispanic youth dropouts.[39] During the initial transition and operation of JTPA, Hispanic youth were under-represented. For example, in the transition year 1984, Hispanic youth were 13 percent of the eligible population but only 11 percent of the participants served. While the data is unavailable, it is likely that *Hispanic youth dropouts* are even less likely to be served than are youth dropouts generally, because of their poor academic skills and, in some cases, limited English proficiency. It has also been argued that the lack of training stipends, supportive services, and adequate education and skills training components may adversely affect Hispanic youths' participation in JTPA-funded programs. In addition, the high cost of serving this population discourages local providers.

The Department of Labor's fourth quarter 1987 data on JTPA enrollments and terminations shows that the percentage of high school dropouts enrolled in JTPA is less than in the eligible population (41 percent and 51 percent respectively), and Hispanics generally are served at a rate which is slightly below their incidence in the eligible population (11 and 13 percent respectively). It is estimated that almost 84,000 youth were served during that quarter; 13 percent were Hispanic and 25 percent were high school dropouts. Of the estimated 54,000 dropouts served, 38 percent were under 22 years of age.

The median length of stay for Title II-A participants who were terminated during this quarter was 14.7 weeks. Youth had longer stays than did adults, and school dropouts had slightly longer stays than did participants generally. The median length of stay for youth dropouts was slightly less than the rate for all youth, but the rate for Hispanic youth was about one third less.

The rate at which terminated participants entered employment averaged 65 percent: over 80 percent for those in on-the-job training and job search activities, in contrast to 53 percent for those in classroom training and 37 percent for those in work experience. Youth have much lower (50 percent) and dropouts slightly lower (62 percent) entered-employment rates, than the overall average, but with similar differences according to the types of programs. Fifty-two percent of youth dropouts and 59 percent of Hispanic youth participants entered employment at the end of their programs.

The average hourly wage at job placement was $4.86, but lower for youth ($4.23) and school dropouts ($4.46). Participants in work experience programs had the lowest average hourly wage at placement. The average hourly wage at termination for Hispanic youth was slightly below the average for all youth ($4.12), while the average wage for youth dropouts was slightly higher ($4.30).[40]

D. Study Design

Since little is known about the service needs of Hispanic youth dropouts or how well JTPA services support this need, a study was undertaken of selected SDAs—Service Delivery Areas. From an illumination of the service needs and the role of JTPA, we had hoped to identify unique and effective strategies for assisting Hispanic youth dropouts in becoming employable. We also intended to identify service delivery problems that might exist.

The following six objectives guided our research:

- To assess how adequately state and local JTPA agencies are serving Hispanic youth dropouts;
- To determine whether Hispanic youth dropouts are served at a rate which is representative of the general population and their relative need for services;
- To discover how extensively JTPA agencies address the need for service among Hispanic youth dropouts;
- To identify employment and training programs that appear to serve Hispanic youth dropouts effectively;
- To determine what program components are critical in serving Hispanic youth dropouts; and
- To look at the service needs of Hispanic youth dropouts in the context of the service needs of youth, youth dropouts, and Hispanic youth generally.

To address these objectives, we designed a study that focused on the 30 U.S. cities with the largest concentrations of Hispanics. These are listed in Table 1.

The study entailed four data collection efforts: a demographic survey, field visits, a telephone survey, and document analysis. (Copies of all data collection forms are included at the end of this Appendix.) In 1987, we sent a demographic survey to all the cities' JTPA agencies, seeking information on their JTPA-eligible and served populations by race, ethnicity, dropout status, and age. Through extensive follow-up efforts, we were able to obtain information from 93 percent of the cities.

To discover how JTPA officials planned and monitored their services, their services for Hispanic youth dropouts, and their impressions of the needs of this population, we used two data collection techniques. We made site visits to seven cities and eight states to talk with JTPA officials. We sought to learn how JTPA officials consider the needs of selected populations while balancing their JTPA service delivery and performance standards requirements. Using our experience with these interviews, we constructed a telephone questionnaire to collect this information systematically from the remaining 21 cities, and we received cooperation from all.

Finally, we requested copies of JTPA two-year plans, lists of 8-percent set-aside projects, and summaries of exemplary programs for Hispanic youth dropouts from all contacted state and local JTPA officials. These documents were reviewed for information that would be pertinent to our study and that would substantiate our interview findings.

The collected information was analyzed according to our study objectives and the results are presented below in three sections:

The first section is an analysis of JTPA services and how well they serve Hispanic youth dropouts. This section looks at the number of JTPA-eligible Hispanic youth dropouts in

Table 1: Service Delivery Areas Which Are Primary Hispanic Markets

STATE	SDA	MARKET
Arizona	Phoenix	Phoenix
	Tucson	Tuscon
California	Fresno	Fresno
	Los Angeles	Los Angeles
	Sacramento	Sacramento
	Monterey	Monterey
	San Diego	San Diego
	San Francisco	San Francisco
Colorado	Denver	Denver
Connecticut	Hartford	Hartford
District of Columbia	Washington	Washington
Florida	Miami	Miami
Illinois	Chicago	Chicago
Indiana	Lake County	Lake County
Massachusetts	Boston	Boston
Michigan	Detroit	Detroit
New Jersey	Jersey City	Jersey City
	Newark	Newark
New Mexico	Albuquerque Bernalillo County	Albuquerque
New York	New York	New York
Pennsylvania	Philadelphia	Philadelphia
Rhode Island	Providence and Cranston	Providence
Texas	Corpus Christi	Corpus Christi
	El Paso	El Paso
	Dallas	Dallas
	Houston	Houston
	Hidalgo	McAllen-Edinburg-Mission
	Alamo	San Antonio
	Fort Worth	Fort Worth
Wisconsin	Milwaukee	Milwaukee

each city and at how well this group is served in comparison to other groups. Also covered in the first section is a summary of JTPA directors' perceptions of the service needs of Hispanic youth dropouts and the barriers to serving them.

The second section is a summary of programs for Hispanic youth dropouts, which we found through our interviews with JTPA officials and other experts in employment and training services.

The third section summarizes our conclusions based on these findings and elaborates on the policy implications of these findings.

Included as Supplement D is a city-by-city profile of Hispanic youth dropouts and available JTPA services.

ANALYSIS OF SDA SERVICES

A. Service Delivery Information

The 30 service delivery areas (SDAs) under study range from small to large cities nationwide. Combined, they contain 4.8 million JTPA-eligible people, with an average of 171,051 individuals, and a range from a low of 15,000 in Hidalgo, Texas, to 1,356,000 in New York City. (See the summary table below and Supplement Table C-1 for a listing by city.)

Summary Information on the JTPA-eligible Population in 30 SDAs

	JTPA-Eligible Population	Percentage Who Are Hispanic
Total	4,789,423	(1,502,594)
Average	171,051	31%
Range	15,178 - 1,355,660	2.4 - 96.0%

This JTPA-eligible population includes 1.5 million Hispanics, who represent 31 percent of the total eligible population. The Hispanic proportion varies dramatically, from a low of 2.4 percent in Detroit to a high of 96 percent in Hidalgo, Texas. As a result of these differences, the SDAs have varying planning and service delivery patterns, particularly in how they target Hispanics.

Despite the size of their JTPA-eligible population, the SDAs are funded at a level that permits them to serve only 4 percent of that population. (See summary table below and Supplement Table C-1 for a listing by city.)

This percentage is consistent with Department of Labor projections that funding would permit JTPA to provide training to 4 to 5 percent of the eligible population.

Summary Information on JTPA Participants Served in 30 SDAs

	JTPA Population Served	Percentage Who Are Hispanic
Total	203,023	(62,959)
Average	7,251	31%
Range	1,047 - 37,883	2.0 - 98.0%

The 30 SDAs combined served 203,023 JTPA participants in PY 1985, averaging 7,251, and ranging from a low of 1,047 in Providence, Rhode Island, to a high of 37,883 in New York City. Hispanics represent 31 percent of these total participants, ranging from 2 percent in Detroit to 98 percent in Hidalgo, Texas.

Comparing the percentage of JTPA participants who are Hispanic with their incidence in the eligible population, it does not appear that Hispanics are being under-served. Most SDAs, in fact, serve Hispanics at a rate equal to or greater than their representation in the total population, as shown in the text table below. In 43 percent of the SDAs, Hispanics represent a percentage of the participants that is greater than their proportion of the eligible population. In 36 percent of the SDAs, these percentages of eligible Hispanics and Hispanic participants are equivalent within two percentage points. In 21 percent, or five of the SDAs, Hispanics are underserved and are a proportion of participants smaller than their proportion of the total JTPA-eligible population.

How Equitably Are Hispanics Served?
(Percentage of Hispanic JTPA participants
compared to their incidence in the
total JTPA-eligible population)

	Number of SDAs	Percentage of SDAs
Percentage is greater	12	43%
Percentage is equivalent (within 2 percentage points)	10	36%
Percentage is less	6	21%

Several reasons were given for the underserving of Hispanics in the six SDAs. One explanation was that the general population estimates overstate the percentage that are Hispanic, thus setting a service level criterion that is too high. Another was that while Hispanics represented more of the local population, their employment and training needs were less severe than that of Blacks.

According to the JTPA mandate, SDAs are to spend 40 percent of their Title II-A training dollars on services for youth. This percentage is adjusted for each SDA, depending upon the composition of its area population and the percentage that are young. The nature and cost of services provided also determine how many youth each SDA can serve: by offering short-term assessment and placement services, SDAs can serve greater numbers of eligible youth than they can through long-term education and skills training programs, but only the most able, eligible youth can be well served by this limited assistance. In the 30 SDAs, youth ages 16 to 21 years represented 37 percent of the total JTPA participants, ranging from 18 percent in McAllen, Texas, to 82 percent in Sacramento, California. (See Supplement Table C-2 for a listing by city.) As with the total number of participants, 30 percent of the youth participants are Hispanic; as the summary table below shows, they are no less likely to be underserved. (See the summary table below.)

How Equitably Are Hispanic Youth Served?
(Percentage of Hispanic Youth JTPA participants
compared to their incidence in the
total JTPA-eligible population)

	Number	Percentage
Percentage is greater	16	59%
Percentage is equivalent (within two percentage points)	5	19%
Percentage is less	6	22%

The JTPA statute also mandates that the SDAs are to serve dropouts equitably—that is, in proportion to their representation in the total eligible population—but does not differentiate between adult and youth dropouts and does not set any quantitative goals or measures for this group. Despite the additional emphasis on serving youth generally, it cannot be assumed that SDAs place greater emphasis on youth dropouts than on adult dropouts. In the 30 SDAs, 28 percent of the JTPA participants were dropouts, ranging from 9 percent of San Francisco's participants to 43 percent of New York City's. But less than half these dropouts were youth; on average, 12 percent of all JTPA participants are youth dropouts, ranging from 2 percent of McAllen's participants to 19 percent of Milwaukee's. (See Supplement table C-3 for a listing by city.)

More adult JTPA participants lack high school diplomas than do youth participants. On average, 31 percent of all adult participants in the 30 SDAs are dropouts, in contrast to 23 percent of all youth participants. Youth dropouts are one of three types of youth to be served: in-school youth, youth graduates, and youth dropouts. Youth dropouts clearly have the greatest need for employment and training assistance. It is therefore surprising that the SDAs do not make them a greater service priority than they do in-school youth and graduates. Only four SDAs substantially target youth dropouts, evidenced by the fact that youth dropouts make up *more* than one-third of the total youth participants. Thus, SDA services to youth are not equally divided among the three groups, nor are youth dropouts given priority.

Hispanic youth dropouts, however, overall are served as well as are all youth dropouts. Of the 60 percent of the SDAs that were able to report this information, one-third served Hispanic youth dropouts at a rate that is in excess of their prevalence in the eligible population, one-third served them at a similar rate, and one-third served them at a lower rate. (See Supplement Table C-4 for a listing by city.) Thus, Hispanic youth dropouts are underserved only to the extent that all youth dropouts are underserved and, to a lesser degree, all Hispanics.

The most recent national study of JTPA implementation found similar patterns in services for youth dropouts. The SDAs, as of PY 1984, were underspending their JTPA youth allotment, and youth services were primarily short-term and low-cost. During the preceding transition year, only one-quarter of the youth participants had been dropouts. In PY 1984, however, half the SDAs studied reshaped their programs to target youth and special youth problems specifically, providing remedial education for youth dropouts, for example. The study found that several of these program adjustments were not based on local planning using local training funds but were initiated by state JTPA offices through the 8-percent set-aside funds and were therefore more likely to have a substantial local impact. The current review does not show much improvement in the proportion of SDA services that are directed to youth dropouts.

B. Planning and Monitoring JTPA Services

The SDAs' planning and monitoring of JTPA service delivery illustrates why greater emphasis is not given to higher-need subgroups, such as youth dropouts, in the SDAs' eligible populations. The SDAs reported that their service planning was conducted by either a Private Industry Council (PIC) planning committee, the SDA staff, or both. The typical process would be to set goals and to plan services based upon demographics, as outlined by the JTPA guidelines. In at least three SDAs, the state JTPA agency has stipulated a local planning process and provided demographic information and labor market analyses for local decision making. Six SDAs have instituted an extensive planning process. Two of these have a broad-based SDA-affiliated planning group, made up of educators, community-based organization staff, religious leaders, and corporate representatives, which reviews the SDA's planning data and conducts a crude labor market analysis to set goals and to target services. Two SDAs conduct local needs assessments: one solicits information from JTPA service providers and the other surveys community-based organizations and schools for input. Finally, two SDAs described a planning process which included the mayor's office and city agencies, along with the PIC and SDA staff.

All SDAs use the 1980 Census data or its updates to determine their JTPA-eligible population. In addition, 60 percent also reported using Job Service data for local service planning, and a few SDAs rely upon other sources—including state and local labor market analyses, community-based organization statistics, high school status and dropout data, total welfare estimates, and other data—to supplement their planning.

It did not appear that many SDAs set local service planning priorities, beyond the JTPA-mandated ones. The most common priorities were public assistance recipients (50 percent) and youth (40 percent). However, of the 33 percent of SDAs that reported that youth dropouts were a service priority, only two also reported that it was a state JTPA priority. Several SDAs targeted other selected types of youth, including out-of-school youth, potential dropouts, and adolescent parents. Two SDAs reported targeting high-risk youth and a third stated that targeting high-risk youth was a state priority. Three other SDAs noted that their states made youth a priority.

Although JTPA language does not contain entry criteria beyond the eligibility criteria of income and unemployment, some SDAs have made additions, particularly for skills-training programs. Seventeen percent of the SDAs have established minimum math or reading performance criteria for eligibility, either at a uniform level, such as the third or fifth grade reading level, or at a variable level to fit individual programs. Two additional SDAs noted that some of their contractors set minimum performance criteria.

The SDA service goals for JTPA-specified subgroups are used as the basis for monitoring service delivery and goal achievement. This means that only the population segments defined by the JTPA reporting forms are being monitored, rather than additional, locally-specific population segments such as Hispanic youth dropouts. In some cases, the goals are defined separately for each service contractor and are monitored monthly or quarterly. In other cases, monitoring is done centrally: five SDAs reported that they received state monitoring reports on their overall goal attainment. At least two SDAs include a PIC subcommittee in the periodic performance reviews. If contractors or the SDA are underserving a segment of the eligible population, the SDA will try to correct this through recruitment efforts or, less often, by asking the contractor to develop a corrective action plan which details the strategies for increasing the number of participants served. If the problem warrants, several SDAs reported they will select new contractors, and a few will withhold a contractor's payment.

Seventy percent of the SDAs delegate some or all participant recruitment to the service contractors, six SDAs handle recruitment centrally, and one SDA uses a separate agency for recruitment. Most SDA service targeting is therefore done through the selection of contractors, their instructions for recruitment, and the contractors' own service targeting preferences. For example, to reach Hispanic individuals who are JTPA-eligible, SDAs will contract with Hispanic CBOs.

Fifty-three percent of the SDAs reported that they used special techniques to recruit youth dropouts and Hispanics. These techniques include mass media advertising, canvassing minority neighborhoods and shopping centers, and contacting schools and community-based organizations. One SDA sends a van into the Hispanic neighborhood to do recruiting; another SDA hired more bilingual staff and added a satellite intake center within a Hispanic community. Another SDA emphasized the benefit of building up a strong relationship with local schools to improve coordination and referral. Several SDAs advertise their JTPA services through Hispanic newspapers and radio stations. Most SDAs reported that these recruitment techniques were effective in reaching youth dropouts. Two SDA directors did not find their recruitment techniques to be effective, and one SDA director commented on difficulty in recruiting Hispanics.

In summary, SDAs seem to use their planning and monitoring processes to ensure that they meet the JTPA service delivery specifications but not to identify special needs groups, such as Hispanic youth dropouts. The emphasis appears to be on attaining equity in service delivery according to general population characteristics (unless JTPA mandates otherwise) and not on determining which subgroups most need employment and training assistance. In addition, while there is latitude within service planning to target higher-need groups, few SDAs appear to take advantage of this. For example, they could give youth dropouts a higher priority within their youth service goals. When the SDAs use targeted recruiting techniques, they are successful in encouraging youth dropouts and Hispanics generally to participate in their programs.

C. JTPA Services for Hispanic Youth Dropouts

SDAs have reported that youth dropouts, because of their poorer basic skills, are more costly to serve and perform less well than in-school youth or graduates. A review of SDA outcomes for youth and youth dropouts shows that these differences do exist within the 30 SDAs studied. However, less than half the SDAs distinguish between youth dropouts and other participants in their JTPA services and programs, and few plan separate outcomes. Rarely do the SDAs fund programs which specifically target Hispanic youth dropouts, and some of these targeted programs result by default, where Hispanics are the majority population. Thus, it is not surprising that their youth dropout participants perform less well than youth generally.

The 30 SDAs' average goal for youth spending was 42 percent in PY 1985, and 62 percent reported that they met or exceeded their youth spending goal. This youth expenditure performance is in keeping with prior national studies. In the transition year, 28 percent of the SDAs met their youth spending goal; this percentage increased to 53 percent in PY 1984. It appears that as SDAs become more accustomed to administering JTPA funds and services, they are more able to meet their youth spending goals. Progress is slow—after three years of JTPA, one-third were still unable to meet this goal.

Sixty-three percent of the SDAs placed 45 percent or more of their youth participants into jobs; the rest had lower job placement rates. Less than half the SDAs could report placement rates for their youth dropout participants; of these, only one-third placed youth dropouts at a rate that was equal to or exceeded the job placement rate of youth generally. The average wages at placement for youth were above minimum wage: 64 percent of the SDAs reported average placement wages as $4.00 or higher. Few could report the average wage at placement for their youth dropout participants and so are not tracking this measure of success with this group.

Seventy-eight percent of the SDAs reported positive termination rates of 65 percent or greater for youth. Fewer SDAs could report positive termination rates for youth dropouts, but almost all of the 23 percent that did so reported lower rates for youth dropouts than for youth generally. The alternatives to job placement used by the SDAs for youth dropouts included placement into GED training (78 percent), return to school (78 percent), completion of youth pre-employment competencies (67 percent) and placement into additional job training (59 percent). Only 7 percent of the SDAs reported that they planned separate outcomes for different groups of youth: in-school students, school graduates, and school dropouts. The main difference is the use of youth pre-employment competencies to measure success for in-school youth, and levels of educational attainment or GED completion as an outcome only for school dropouts.

Sixty-eight percent of the SDAs reported that their average cost per positive youth outcome for PY 1985 was less than $3,000. Again, these costs are in keeping with national survey findings for PY 1984, when the average cost per positive termination was $3,037.37. These costs are well below the federal standard of $4,900 for youth services, which means that the SDAs are continuing to offer less costly short-term training, which is less likely to benefit youth dropouts than other participants.

While the SDAs rarely plan different outcomes for youth dropouts, 41 percent make a distinction between youth dropouts and other participants in their JTPA services and programs. A few SDAs noted that they try to direct youth dropouts into basic skills training and observed that these youths are less able to sustain longer-term skills training. Fifty-three percent of the SDAs reported that they had separate programs for youth dropouts or specifically Hispanic youth dropouts. These included basic skills remediation and GED preparation, ESL instruction, pre-employment skills training, work experience, skills training, and on-the-job training, offered singly or in a variety of combinations, depending on the SDA. Three SDAs encourage youth and adult dropouts to enroll in alternative education programs. One

SDA funds selected contractors to collaborate with the public schools' youth dropout program. But few SDAs identified separate programs for Hispanic youth dropouts, though several noted that their population was primarily Hispanic, so that programs for youth dropouts generally would serve Hispanics primarily.

The 8-percent funding set-aside and other special funding permit SDAs to target harder-to-serve populations. Seventy-four percent of the SDAs reported that they had such projects: 42 percent of these target youth dropouts; 18 percent target Hispanics; 24 percent target adult and youth dropouts; and 11 percent target limited-English-speaking individuals. The projects include:

- Basic skills and pre-GED instruction;
- English-as-a-Second-Language (ESL) instruction;
- Try-out employment and job placement, without basic skills preparation;
- Basic skills training combined with pre-employment preparation and job placement;
- Basic skills instruction combined with vocational skills training or with part-time employment; and
- Evening academic classes offered with full-time work.

Since many SDAs limit these programs to their 8-percent funding set-aside, few youth dropouts are actually served. A few SDAs offer these programs through their regular JTPA training funds, or support them through non-JTPA funds, such as federal vocational education funds or local tax-levy funds. For example, New York and Washington, D.C., have separate tax-levy funded programs for youth dropouts.

D. Barriers to Serving Hispanic Youth Dropouts

To understand better why SDAs are not serving more Hispanic youth dropouts, we asked them to describe their perceptions of the barriers that exist in serving these dropouts, their special service needs, and possible strategies to reduce the barriers and address the needs. Eighty-nine percent of the SDAs reported that Hispanic youth dropouts had special service needs, which included:

- Basic skills or GED instruction (54 percent);
- ESL instruction (50 percent);
- Job readiness skills (43 percent); and
- Other services, such as financial assistance, transportation, social services, and counseling (43 percent).

Seventy percent of the SDAs noted that Hispanic youth and youth dropouts had particular problems that affected their program retention. These included the need for financial support (44 percent), family problems (19 percent), teenage parenthood (13 percent), and other problems, such as gang participation and migration (56 percent). However, few SDAs could suggest what ought to be done to reduce the problem, except to match the services to the need, such as adding a teen parent program for adolescent mothers. At least one SDA observed that Hispanic youth preferred work experience to classroom training. Another noted that Hispanic youth were under pressure to earn money, and therefore would not complete an academic program once a job offer is made. One SDA director suggested that services could be more attractive if the youth were provided with role models, to compensate for insufficient home support, but the director did not know how to carry out this idea.

Other SDA directors identified problems that were beyond their control because of JTPA's restrictions—for example, no stipends or other financial support—or because of the youth themselves—for example, the youth have an unrealistic view of the world of work. They do not view JTPA as solving the multiple problems these youth face. Only one SDA director observed that the Hispanic youth program retention was related to the program's quality, not problems of the youth.

Other suggestions for improving services for Hispanic youth dropouts included the addition of counseling, support services, transportation, and drug-abuse prevention. Although the 30 SDAs were not surveyed about their support service expenditures, it is likely they have the resources available to provide the support services that they have noted Hispanic dropouts need. National studies have shown that SDAs *underspent* their allowable expenditures for support services (such as transportation, child care, and other special services) in both the transition year and PY 1984.

Fifty-eight percent of the SDAs agreed that there were restrictions or barriers that prevented them from serving youth dropouts generally and Hispanic youth dropouts specifically. These barriers included financial constraints (40 percent), JTPA performance standards (27 percent), and other problems, such as a weak local economy, lack of child care, and difficulty in placing Hispanic youth dropouts into jobs. The primary barrier that limits the SDA's ability to serve Hispanic youth dropouts is the participants' need for high-cost services which JTPA cannot afford. Some SDA directors suggest greater funding and contract flexibility in state and federal funding to address the problems. One SDA recognizes the importance of working cooperatively with the public school system. Another SDA is trying to overcome employers' general reluctance to hire youth and is examining the Boston Compact model as a solution.

EMPLOYMENT AND TRAINING PROGRAMS FOR HISPANIC YOUTH DROPOUTS

A. Targeting Services

Nationally, there are few education and training programs available for high school dropouts which prepare them for employment while improving basic skills so that they can complete requirements for a high school diploma or equivalency. Public employment and training programs, funded through federal and other public and private sources, are the usual option, and these programs offer training, employment preparation, and job placement for economically-disadvantaged youth and adults.

Federally-funded employment and training programs in the late 1970s experimented with several approaches to serving youth dropouts. Reviews of the outcomes of these demonstration programs show that work experience is not enough to address the employment needs of these youth or to encourage them to return to school long enough to graduate. The outcomes suggested that youth dropouts may need more job readiness training and support services as part of an overall program, and that they need an additional program to address their basic-skill deficiencies while they are being prepared for employment.

These findings have established a basic service criteria for youth dropout programs—to combine work experience (or skills training) with basic skills instruction or GED preparation, and to include extensive job readiness training, counseling, and other support services. The 30 selected SDAs were reviewed to identify those which offered programs for youth dropouts, particularly Hispanics, and to determine whether the programs incorporated and implemented the above service criteria. While the investigation yielded several programs for youth dropouts, few of them exist specifically for Hispanics. As noted above, the SDA directors involved in our study suggested ESL instruction, support services, and appropriate role models to answers the special service needs of Hispanic youth dropouts. The remainder of their suggestions—to offer basic skills instruction, job readiness preparation, and work experience—are appropriate to all youth dropouts. The SDA directors with whom we spoke did not elaborate on how these services should be tailored for Hispanics.

Most SDAs had programs for youth dropouts, although not all were targeted for this group alone. Some of the nine general programs targeted hard-to-serve individuals, including youth dropouts. Others offered services for youth and adult dropouts together, such as basic skills instruction as a transition into a skills training program. Some SDAs offered programs for both youth at risk of dropping out and youth dropouts. But several programs existed specifically for youth dropouts and a few were tailored for Hispanics.

Several of the programs for youth dropouts in the 30 SDAs were the result of national program efforts. Ten SDAs were sites for JOBSTART, a demonstration program for youth dropouts designed by the Manpower Demonstration Research Corporation of New York (described below). Several SDAs supported contractors who offered the Comprehensive Competencies Program (CCP), a computerized, competency-based program for basic skills instruction and GED preparation designed and distributed by the Research Training Institute of Washington, D.C. CCP is a diagnostic and prescription program, based on the Test of Adult Basic Education (TABE). Finally, two national Hispanic organizations, Aspira, Inc., and SER, provided local programs for Hispanic youth dropouts in some of the SDAs.

Below is a summary description of programs which target Hispanic youth dropouts:

- In Dallas, the local SER targets 60 potential and actual youth dropouts, ages 16 to 21 years. SER provides remedial education, work experience, job search assistance, and job placement. Participants who want to continue their education are transferred to a GED program or an alternative school.

- The Philadelphia SDA contracts with Aspira to offer a program, Abrendo Caminos, to 80 Hispanic youth ages 17 to 21 years. This program offers ESL instruction, GED preparation, basic skills remediation, and job placement counseling.

- The Hartford SDA contracts with two community-based organizations to provide pre-GED instruction and job search skills for high school dropouts. Through a third contractor, the SDA offers a bilingual clerical skills training program, with support from the local insurance and banking industries.

Several SDAs offer programs which serve youth dropouts, including young Hispanic dropouts, but do not target Hispanics specifically. These include the following:

- The Miami SDA is sponsoring a pilot program which targets youth dropouts who live in a selected housing project. The participants receive 16 weeks of half-day basic-skills instruction and half-day maintenance work experience. The youth are given employability skills training and are paired with youth in more advanced training to reinforce attendance.

- Through an adult learning center and an area high school, the El Paso SDA provides a "Non-traditional Education Service Program for Out-of-School Youth." Through this program, youth dropouts receive basic skills remediation, preemployment training, counseling, and job search assistance.

- In Fort Worth, the SDA collaborates with the local school districts and an alternative school to provide an alternative program for school dropouts. The program includes academic instruction, work experience, and counseling.

- The Commando Project in Milwaukee provides youth dropouts with remediation and work experience.

Several of the above programs combine all the recommended services for youth dropouts—work experience, job readiness training, basic skills remediation, and counseling—but usually on a small scale.

B. Programs that Bear Watching

There are a few programs in the targeted SDAs which serve a large number of youth annually. While limited information is available on their effectiveness, they represent substantial efforts in training youth dropouts. These programs include JOBSTART (a demonstration program of the Manpower Demonstration Research Corporation (MDRC), the Alternative Schools Network of Chicago, 70001 Program Ltd., City Works in New York City, and the Out-of-School Program in Washington, D.C.

- **JOBSTART** is a national demonstration and research project directed by MDRC in cooperation with 16 agencies in cities across the country, including Denver, Chicago, Corpus Christi, New York City, and six other SDAs in this study. The model provides occupational training, support services, and basic skills instruction for economically disadvantaged youth dropouts ages 17 to 21. Its objective is to serve over 3,000 youth. The program provides a minimum of 200 hours of basic skills instruction and 500 hours of skills training to each participant; the sites vary depending on the scope and content of the supportive services, which include child care, transportation, and counseling. MDRC is collecting information on the participants' attendance, dropouts rates, and GED attainment rates, but results are not available as this is written.

- **The Alternative Schools Network** in Chicago is a collection of 35 community-based alternative schools and youth centers which serve 2,000 youth dropouts annually. The program's objective is to assist youth in obtaining a high school diploma or GED. The Network includes 23 alternative schools and 12 youth serving centers. Each provides diagnostic tests; counseling and referral; individually-designed, self-paced instruction; and sometimes job-readiness instruction. The alternative schools offer the curricula components needed to meet state requirements for a high school diploma. The youth centers run on an open-entry, open-exit basis, and also offer employment and support services. Twenty schools and youth centers offer the Comprehensive Competencies Program (CCP) as the primary instructional method. One alternative high school, Latino Youth, targets Hispanic youth dropouts. It combines the CCP with a standard high school curriculum and an emphasis on Latin American history and Spanish.

The participant results for the Alternative Schools Network show that the participants achieve 60 to 70 percent high school and GED completion rates; no other comprehensive evaluation information is available.

- The **70001 Program LTD** operates in 70 sites across the country and helps over 5,000 youth (primarily economically-disadvantaged young people with poor basic skills) through a short-term, open-exit program. High school dropouts ages 16 to 21 years are provided employment services which include competency-based pre-employment skills training (4-6 weeks), job placement assistance, and follow-up; basic skills remediation toward a GED (10 hours per week); and motivation training focusing on personal skills development and career awareness. According to the program staff, 85 percent of the participants were positively terminated, having completed the pre-employment competencies. In addition, 67 percent completed the GED, and 68 percent were placed in jobs.

- **City Works** is New York City's tax-funded youth initiative. The City Works program combines four services—assessment, work experience, basic skills remediation, and placement—into three program options of varying duration and focus. These are Testing, Assessment, and Placement (TAP); Bridge Remediation; and Work Experience. It targets over 5,000 youth dropouts annually who are between 16 and 24 years of age and who lack the basic skills necessary for entry-level employment or job training. To be eligible, youths must meet the JTPA eligibility criteria, read between the 4th and 8th grade levels, and be high school dropouts. It is assumed that youth with higher reading scores are eligible for regular JTPA training and job placement assistance, the main training resource of the Department of Employment for economically disadvantaged workers.

The program's aim is to improve the labor market participation of the target group by offering work experience to prepare its youth participants for employment, or by providing remediation to improve their basic academic skills so that they may participate later in regular JTPA training or other educational training programs. The program incorporates extensive counseling services unavailable in regular JTPA training. City Works was initiated and continues to be operated successfully through elaborate inter-agency coordination among several public agencies and numerous community-based organizations, and is overseen by the New York City Department of Employment.

- The **Out-of-School Program** of Washington, D.C., is a tax-levy funded program which serves 800 to 900 youth dropouts ages 16 to 24 years. Youth are provided pre-employment training, classroom instruction, work experience, and counseling through community-based organizations. To be eligible, participants must read below the eighth grade reading level. Basic skills instruction is offered one day each week, and work experience on the other four. Work-experience jobs include entry level positions in clerical work, maintenance, and food service. Program staff estimate that the 70 percent of program completers are placed into non-subsidized jobs; other program outcome information is unavailable.

These five programs are designed specifically for youth dropouts, and they provide a similar array of services but place different emphases on employment preparation and academic instruction. The Alternative Schools Network focuses primarily on remediation and GED preparation, with little job preparation beyond limited job-readiness instruction. In contrast, the Out-of-School Program in Washington, D.C., focuses on work experience and employment preparation, and less on academic preparation. The JOBSTART model and City Works place a strong emphasis on both academic and employment preparation.

CONCLUSIONS AND POLICY IMPLICATIONS

A. Summary

This study of 30 SDAs comprised a thorough examination of the primary service markets for Hispanics in the United States and an effort to locate successful interventions that prepare Hispanic youth dropouts for full participation in mainstream job markets. The study findings are both encouraging and discouraging. Hispanic youth dropouts are being served equitably, and some SDAs offer programs which target either youth dropouts generally, or Hispanic youth dropouts specifically. But youth dropouts appear to have a low service priority, and few SDAs plan their services to target special needs groups (beyond those mandated by JTPA), such as Hispanic youth dropouts. Finally, while most of the SDAs did not report difficulty in recruiting Hispanic youth dropouts for services, many acknowledged that both Hispanic and non-Hispanic youth dropouts face personal or program-related barriers to succeeding in the programs. Few SDA directors could suggest solutions to these problems.

Although it appears that Hispanics are no longer underserved in most SDAs, several SDAs continue to have difficulty in meeting their youth spending goals, which means that youth generally are not well served. In addition, youth dropouts are less than one-quarter of all youth served, a less-than-equitable portion of the local youth population, considering that up to 50 percent of high school youth drop out of school in some SDAs. Hispanic youth dropouts are as well served as all other youth dropouts, which reflects a type of service equity. Yet research reviews demonstrate that Hispanic youth dropouts are more limited in their basic skills, and are more likely to find themselves in a narrow range of occupational areas. In order to improve their employment opportunities, Hispanic youth dropouts should be made a service-delivery priority.

While SDAs undertake periodic goal setting, service-need analyses, and program planning around their JTPA services, this process, for the most part, is limited to the parameters of JTPA requirements. Few SDAs take the opportunity to establish priorities within the JTPA requirements; those who establish priorities often do so only when required by state-established priorities. The constraints of JTPA funding and monitoring—through performance-based contracts—make it difficult for the SDAs to meet required outcomes when working with harder-to-serve individuals. Even so, the SDAs are far more conservative than is necessary to ensure these outcomes, evidenced by their very low average expenditures per positive youth outcome and, for over one-third of the SDAs, the general under-spending of their youth expenditure funds. SDAs clearly have the resources and the latitude to increase their services to youth dropouts, and to give Hispanic youth dropouts a higher priority.

Several SDAs support longer-term training programs for youth dropouts, either through regular JTPA funds, 8-percent set-aside funds, or other local, state, or federal resources, thereby demonstrating the feasibility of targeting this population. In addition, it appears that the SDAs are not using all available resources for support services, despite recommendations that Hispanic youth dropouts would benefit from more support services, such as transportation, child care, and social services. It is possible, therefore, to improve service delivery for Hispanic youth dropouts while remaining within the JTPA guidelines. Service delivery could then be extended further through collaboration with other public service systems, such as the public schools.

B. Policy Implications

First, it is obvious that SDAs should be encouraged to refine local area planning processes to address special populations and their differing needs for services. Secondly, JTPA funding formulas should be modified to encourage SDAs to serve more high-risk youth, including dropouts. In addition to JTPA's emphasis on efficiency in service delivery, evidenced by the performance-based contract process, an emphasis on training the hardest-to-serve should be incorporated into funding formulas.

While youth dropouts are being served through the JTPA system, several improvements are necessary to expand the system as a primary "second chance" opportunity for youth dropouts. More programs which target youth dropouts specifically should be adopted while support services that assist youth in completing the programs are made more available. But there is insufficient information available on how these programs and services should be tailored to meet the unique needs of Hispanic youth dropouts. More investigation is needed to determine the program features and implementation strategies that best serve this group.

It is apparent, however, that even with these improvements, the JTPA service system will be only a limited second chance opportunity for economically disadvantaged youth dropouts. At the same time we must consider alternatives that will provide substantial service support to encourage youth dropouts to complete their education and become employed in more than a narrow range of low-paying, dead-end jobs. Such consideration could encompass other education resources, including federal, state, and local support of adult basic education, vocational education, and post-secondary education. It could also encompass the increasing state and local efforts which target welfare recipients by providing basic-skills remediation, GED preparation, pre-employment training, and skills training or work experience as a transition from welfare to work.

Future planning around training and support for youth dropouts must incorporate the current and projected changes in the job markets. Several factors which affect program design are already apparent, including the higher academic and job-related skills necessary for most jobs and the fact that the service sector, which is one of the growth sectors, pays lower wages and requires higher skills than the declining manufacturing sector. Families are now more dependent upon two-person incomes to maintain a decent standard of living, which means that more women must enter the work force, dramatically increasing the demand for child care.

While JTPA alone is insufficient to respond to these factors, it can serve as a local catalyst to coordinate service planning and delivery. Through the JTPA mandate, SDAs are overseen by representative planning groups, called Private Industry Councils (PICs), which include officials from public service agencies, service providers, and the private sector. While the PICs have authority only over the SDAs' JTPA resources, the PICs' planning functions, through local representation, could be extended to all related public education and training resources. In addition, through private sector affiliations, the PICs could conduct local labor market analyses (as several SDAs currently do) to improve the match between training and employment opportunities. The JTPA mandate already emphasizes the need to coordinate JTPA-funded services with other public education and training programs. But the SDAs must take a more prominent role in coordinating and planning services, to ensure that an expanded second chance service system exists for hard-to-serve groups, such as Hispanic youth dropouts. None of the other public education and training programs are as well positioned to undertake this responsibility and to provide the oversight for its realization.

Notes:

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[2] Hispanic Policy Development Project. *The Hispanic Almanac.* New York City and Washington, D.C.: 1984.

[3] U.S. Department of Commerce, Bureau of the Census. op. cit.

[4] Samuel Peng, *High School Dropouts: Descriptive Information for High School and Beyond,* National Center for Education Statistics, U.S. Department of Education, Washington, D.C. 1983.

[5] Hispanic Policy Development Project, *"Make Something Happen": Hispanics and Urban High School Reform.* Vol. 1, New York, 1984.

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[7] Hirano-Nakanishi, Martha, *Hispanic School Dropouts: The Extent and Relevance of Pre-High School Attrition and Delayed Education.* National Center for Bilingual Research. Report #17. 1980

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[10] Ford Foundation, *Hispanics: Challenges and Opportunities,* New York, June 1984.

[11] Ibid

[12] National Council of La Raza, op.cit.

[13] Hispanic Policy Development Project, *"Make Something Happen": Hispanics and Urban High School Reform.* Vol. II, New York, 1984.

[14] Laurence Steinberg, Patricia Lin Blinde and Kenyon S. Chan, "Dropping Out Among Language Minority Youth", *Review of Educational Research,* Spring, 1984.

[15] National Council of La Raza, op. cit.

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[19] Ibid

[20] James Catterall and David Stern, "The Effects of Alternative School Programs on High School Completion and Labor Market Outcomes." *Educational Evaluation and Policy Analysis,* 8: 77-86, 1986.

[21] The William T. Grant Foundation Commission on Work, Family and Citizenship, *The Forgotten Half: Non-College Youth in America,* Washington, D.C., January 1988.

[22] Ibid

[23] Ibid

[24] U.S. Department of Commerce, Bureau of the Census, op. cit.

[25] Grant Foundation Commission, op. cit.

[26] Ford Foundation, op cit.

[27] U.S. Department of Commerce, Bureau of the Census, op cit.

[28] Ford Foundation, op cit.

[29] Gordon Berlin and Andrew Sum, *Toward a More Perfect Union: Basic Skills, Poor Families, and Our Economic Future*, Occasional Paper 3, Ford Foundation, New York, February 1988.

[30] Ibid.

[31] Ibid

[32] William B. Johnston, *Workforce 2000, Work and Workers for the 21st Century*, Indianapolis, Indiana, June 1987.

[33] Ibid

[34] Thomas Smith, Gary Walker, and Rachel Baker, *Youth and the Workplace, Second Chance Programs and the Hard to Employ*, Public/Private Ventures, Philadelphia, March 1987.

[35] Grinker Associates, Inc., *An Independent Sector Assessment of the Job Training Partnership Act*, Final Report: Program Year 1985, New York, July 1986.

[36] Smith, Walker, and Baker, op. cit.

[37] Grinker Associates, Inc., op. cit.

[38] Margaret Terry Orr and Camille J. Clark, "A Study of the Procedural Coordination and Program Linkages Between the Job Training Partnership Act and Education with a Special Emphasis on Youth Dropouts." Unpublished report, Structures Employment/Economic Development Corporation, New York, 1987.

[39] National Council of La Raza, *Hispanics in the Work Force, Part III: Hispanic Youth*, Washington, D.C., July 1986.

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Supplement A

Supplement Table A-1

Reasons Reported by Hispanic 1980 Sophomore Dropouts for Leaving High School, by Sex.

	Male		Female	
	National	Hispanic	National	Hispanic
School-Related				
Expelled or suspended	13	17	5	4
Had poor grades	36	34	30	32
School was not for me	35	25	31	24
School ground too dangerous	3	1	2	3
Didn't get into desired program	8	7	5	5
Couldn't get along with teachers	21	17	10	12
Family-Related				
Married or plan to	7	10	31	33
Was pregnant	N/A	N/A	24	25
Had to support family	13	17	8	11
Peer-Related				
Friends were dropping out	7	3	2	3
Couldn't get along with students	5	7	6	6
Health-Related				
Illness or disability	5	2	7	6
Other				
Offered a job and chose to work	27	26	11	13
Wanted to enter military	7	4	1	1
Moved too far from school	2	3	5	2
Wanted to travel	7	3	7	6

Notes:
All figures given in percentages.
Student could report more than one reason.
Percentages have been rounded to nearest whole number.

Source: Hispanic Policy Development Project, Make Something Happen, Vol. II. New York, 1984.

Supplement B

Pickman Consulting Group, Inc.
130 West 42nd Street
Suite 801
New York, N. Y. 10036

(212) 302-0540

Please return to Deborah Tolman at the above address.

JTPA ELIGIBLE AND SERVED POPULATIONS IN SELECTED SERVICE DELIVERY AREAS

NAME OF SERVICE DELIVERY AREA ______________________________

Date__________________

Completed by ___________________________

*Note: If statistical information is not available as requested, PLEASE DO NOT LEAVE BLANK!! Instead, please give estimates and indicate that exact numbers are not available.
If only percentages are available, please provide them along with the TOTAL NUMBER of the group for which you have those percentages.

	PROGRAM YEAR 1985	
	Number in your SDA who are JTPA Eligible	Number Served by your SDA
TOTAL (youth & adult)	______________	____________
-White (non-Hispanic)	______________	____________
-Black (non-Hispanic)	______________	____________
-Hispanic (including Black Hispanics)	______________	____________
-Other	______________	____________
TOTAL DROPOUTS (youth & adult)	______________	____________
-White (non-Hispanic)	______________	____________
-Black (non-Hispanic)	______________	____________
-Hispanic (including Black Hispanics)	______________	____________
-Other	______________	____________

PROGRAM YEAR 1985

	Number in your SDA who are JTPA Eligible	Number Served by your SDA
YOUTH		
Total Youth age 14-21		
Total 14-15 year olds		
Total 16-21 year olds		
16-21 year olds who are...		
-White (non-Hispanic)		
-Black (non-Hispanic)		
-Hispanic (including Black Hispanics)		
-Other		
YOUTH DROPOUTS		
Total Youth Dropouts, 16-21 year olds		
Total Youth Dropouts, 16-21 years old, who are...		
-White (non-Hispanic)		
-Black (non-Hispanic)		
-Hispanic (including Black Hispanics)		
-Other		

Update
July 21, 1987

TELEPHONE SURVEY OF SDAs ON JTPA SERVICES FOR HISPANIC YOUTH DROPOUTS

NAME OF SDA:____

PHONE NUMBER:_________________________

CONTACT PERSON:________________________

ADDRESS: ____
____
____

NAME OF INTERVIEWER:__________________________________

DATE OF PHONE INTERVIEW:__________________

Planning

1. What is the process for identifying the needs of and for planning services for the JTPA eligible population?

2. What data base is used to determine the JTPA eligible population?

____ 1980 Census
____ Job Service (date) _____
____ Other (specify) ____________

3. Which of the following groups in the JTPA eligible population are a service priority?

____ youth, generally
____ youth dropouts
____ individuals with poor literacy skills
____ public assistance recipients
____ limited English speaking
____ incarcerated individuals
____ other (specify) ______________________________
____ no priority

4. What does the state set as a target population priority? ______________________________________

5. What other entry criteria, beyond the eligibility criteria of income and unemployment, are used to determine eligibility?

____ minimum math or reading performance
(specify min. level) _______________________
____ other (specify) ___________________________

Are these state or locally determined?

____ state
____ local
____ not applicable

6. How does the SDA check to see if any segments of the eligible population are being underserved?

If a segment of the eligible population appears to be underserved, at what point is this corrected to keep in line with the JTPA service requirements?

____ recruitment
____ intake screening
____ selection of contractors
____ other (specify) ________________________

Performance

1. We would like to know your youth performance outcomes for PY 1985. (NOTE: pull these from their two-year plan. Ask these performance outcomes for youth and then for youth dropouts)

a. What was your SDA's goal for spending JTPA funds on youth? ____% What proportion of the JTPA funds were spent on youth? ____%

b. What were the placement rates for youth? for youth dropouts?

____ youth; ____ youth dropouts

c. What were the youth positive termination rates for youth? for youth dropouts?

____ youth; ____ youth dropouts

What were the common alternatives to job placements?

youth	youth dropouts	alternative positive termination
____	____	youth competencies
____	____	school
____	____	job training
____	____	GED preparation
____	____	other (specify)
____	____	no alternatives

Is "return to school" a positive termination?
____ yes; ____ no; ____ do not know

d. What was the average wage at placement for youth?
youth: $ _______; youth dropouts: $_______

What percent of the youth were placed in above minimum wage jobs? ____% ; percentage of youth dropouts? ____%

e. What was the average cost per youth positive outcome? $______; per youth dropout? $______

2. Does the SDA plan different outcomes (such as positive termination rates) for each educational subgroup of youth (in school, dropouts, graduates)? yes _____; no _____

If so, what are these? ____ in school; ____ youth dropouts; ____ youth graduates

3. How does the SDA follow up with contractors on their performance and at what intervals?

Service Delivery

1. What is the recruitment process?

____ by contractor
____ by PIC/SDA
____ other (explain) ____________________

a. Are any special techniques used to recruit youth dropouts, particularly Hispanic youth dropouts?

____ yes; ____ no (If yes, explain briefly)

b. How effective are the general or specific recruitment procedures in reaching youth dropouts? Hispanic youth dropouts?

2. Can you estimate the participation level of Hispanic youth dropouts in the following common JTPA services and training programs? Please note if the SDA does not provide the service.

		Mark if:	
Number		not provided	provided, but not for youth
____	direct placement	____	____
____	pre-employment skills	____	____
____	longer term training (of what nature)	____	____
____	supportive services (what kind)	____	____
____	basic skills (how funded)	____	____
____	ESL	____	____

3. Is there any distinction between youth dropouts and other participants in these programs? ____ no; ____ yes (explain)

4. Are there any separate programs for (Hispanic) youth dropouts? ____ yes (explain); ____ no

5. Do you have any projects, through the eight percent funding set-aside or through other funding sources, that target the harder-to-serve populations, including youth dropouts? Hispanics? Explain. (NOTE: review the SDA's eight percent set aside list prior to calling.)

6. In their view, what are the special service needs (training, supportive services, etc.) of Hispanic youth (dropouts):

    ____ more basic skills remediation
    ____ ESL instruction
    ____ job skills readiness
    ____ other (specify) ______________________

7. Are there particular problems Hispanic youth or youth dropouts have in staying the programs? What could be done to reduce the problem?

8. What restrictions or barriers does the SDA think limit their ability to serve youth dropouts (Hispanic)? (think in terms of agencies as well as clients) What kinds of actions are needed to overcome these problems?

Supplement C

TABLE C-1: **The JTPA Eligible and Served Population and Percentage Which are Hispanic in Selected Service Delivery Areas (using PY 1985 Program Information)**

Service Delivery Area by State	Number JTPA Eligible	%age who are Hispanic	Total served in JTPA	%age served who are Hispanic
Arizona				
Phoenix	98,616	28.4%	2,764	35.0%
Tucson/Pima	77,795	33.3	1,782	46.6
California				
Fresno	73,283	51.0	3,982	51.9
Los Angeles	376,932	46.0	5,645	52.2
Sacramento	36,000	26.0	1,185	17.3
Monterey/ Salinas	35,729	36.5	3,238	46.6
San Diego	208,098	23.2	9,773	25.5
San Francisco	128,860	13.0	6,264	17.5
Colorado				
Denver	71,900	33.0	4,769	48.5
Connecticut				
Hartford	55,674	34.0	3,268	37.6
Florida				
Miami	323,000	40.0	13,475	32.3
Illinois				
Chicago	441,756	17.1	17,778	22.1
Indiana				
Gary		not available		
Massachusetts				
Boston	116,376	13.0	8,508	15.8
Michigan				
Detroit	29,020	2.4	8,033	2.0

New Jersey				
Jersey City	51,304	30.0	1,157	18.3
Newark/ Essex County	106,895	23.5	11,000*	17.0

TABLE C-1, cont.

New Mexico				
Albuquerque	63,497	55.1%	3,099*	63.2%
New York				
New York	1,355,660	33.4	37,883	34.3
Pennsylvania				
Philadelphia	340,517	8.5	10,302	9.0
Rhode Island				
Providence	34,984	8.0	1,047	18.6
Texas				
Corpus Christi	44,365	70.0	2,317	71.2
Dallas	84,683	23.3	2,295	12.8
El Paso	73,700	84.0	3,900	85.0
Fort Worth	81,919	8.4	5,413	10.3
McAllen	15,178	96.0	7,092	98.0
Houston	169,700	27.0	16,919*	22.1
San Antonio/ Alamo	192,983	73.4	3,164	73.7
Washington, D.C.		not available		
Wisconsin				
Milwaukee	100,999	6.0	6,971	7.5

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*Titles II-A and II-B

TABLE C-2: **Percentage of JTPA Service Population who are Youth and Other Youth who are Hispanic by Selected Service Delivery Areas**

Service Delivery Area by State	%age served who are youth (16+)	%age youth served who are Hispanic
Arizona		
Phoenix	44.0%	41.0%
Tucson/Pima	46.2	90.3
California		
Fresno	48.2	53.3
Los Angeles	42.8	57.7
Sacramento	81.7	23.0
Monterey/ Salinas	44.5	51.2
San Diego	41.8	29.4
San Francisco	34.4	n/a
Colorado		
Denver	41.6	46.4
Connecticut		
Hartford	45.7	43.9
Florida		
Miami	40.3	25.4
Illinois		
Chicago	57.7	20.2
Indiana		
Gary		not available
Massachusetts		
Boston	62.9	10.6
Michigan		
Detroit	38.1	0.02
New Jersey		
Jersey City	41.8	17.8
Newark/ Essex County	37.4	17.0

TABLE C-2, cont.

New Mexico		
Albuquerque	52.1%	68.7%
New York		
New York	36.6	37.1
Pennsylvania		
Philadelphia	33.0	14.0
Rhode Island		
Providence	46.0	19.1
Texas		
Corpus Christi	46.2	76.0
Dallas	51.4	13.4
El Paso	32.5	91.5
Fort Worth	29.0	10.7
McAllen	18.4	99.0
Houston	46.0	24.8
San Antonio/ Alamo	42.8	74.0
Washington, D.C.	not available	
Wisconsin		
Milwaukee	62.3	6.0

TABLE C-3: Percentage of the JTPA Service Population Who Are Youth and Adult Dropouts by Selected Service Delivery Areas

Service Delivery Area by State	%age served who are dropouts	%age served who are youth dropouts	%age of youth served who are dropouts	%age of adult served who are dropouts
Arizona				
Phoenix	36.0%	13.0%	33.0%	45.0%
Tucson/Pima	28.7	14.0@	27.0	30.0
California				
Fresno	28.2	13.5@	28.0	28.0
Los Angeles	23.6	8.6	20.0	26.0
Sacramento	not available			
Monterey/ Salinas	16.6	4.2	10.0	30.0
San Diego	18.6	6.6	15.7	20.6
San Francisco	9.1	n/a	n/a	n/a
Colorado				
Denver	20.8*	11.5*	27.5*	30.0*
Connecticut				
Hartford	24.3	14.4	31.0	41.0
Florida				
Miami	25.6	8.5	21.0	40.0
Illinois				
Chicago	24.0	13.8	23.9	24.3
Indiana				
Gary	not available			
Massachusetts				
Boston	16.3	8.8	22.0	20.0
Michigan				
Detroit	37.0	16.1	43.9	32.1
New Jersey				
Jersey City	35.2	14.9	35.5	36.7
Newark/ Essex County	22.7	15.0	40.0	35.8

TABLE C-3, cont.

New Mexico				
Albuquerque	20.6*%	14.3*%	27.0*%	18.0*%
New York				
New York	42.8	15.4	42.0	44.0
Pennsylvania				
Philadelphia	31.1	8.8**	27.0	37.0
Rhode Island				
Providence	29.1	14.9	32.0	27.0
Texas				
Corpus Christi	26.2	12.0	26.0	32.0
Dallas	25.2	13.6	26.0	24.0
El Paso	13.7	5.8	17.9	11.9
Fort Worth	22.2	6.0	21.0	27.0
McAllen	21.5	1.7	9.2	26.8
Houston	23.9	12.5	27.3	26.4
San Antonio/ Alamo	32.4	16.8	39.0	28.0
Washington, D.C.	not available			
Wisconsin				
Milwaukee	29.7	18.5	29.7	34.0

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*Titles II-A and II-B
**18-24 year olds
@14-21 year olds

TABLE C-4: **Percentage of All Dropouts and of Youth Dropouts Served Who Are Hispanic and the Percentage of Eligible Youth Dropouts Who are Hispanic, by Selected Service Delivery Areas**

Service Delivery Area by State	%age of all dropouts who are Hispanic	%age served youth dropouts who are Hispanic	%age of eligible youth dropouts who are Hispanic
Arizona			
Phoenix	35.0%	41.0%	n/a
Tucson/Pima	not available		
California			
Fresno	55.7	60.6	n/a
Los Angeles	49.6	39.4	39.4
Sacramento	n/a	26.9	n/a
Monterey/ Salinas	53.8	48.9	n/a
San Diego	41.8	29.4	35.4
San Francisco	not available		
Colorado			
Denver	13.5*	62.9	62.9
Connecticut			
Hartford	38.0	45.0	20.4
Florida			
Miami	37.3	21.4	40.0
Illinois			
Chicago	33.0	27.2	18.9
Indiana			
Gary	not available		
Massachusetts			
Boston	13.6	22.7	17.0
Michigan			
Detroit	not available		
New Jersey			
Jersey City	20.6	20.3	24.6
Newark/ Essex County	19.0	28.3	35.0

TABLE C-4, cont.

New Mexico			
Albuquerque	72.2%	72.9%	63.7%
New York			
New York	40.0	39.8	41.0
Pennsylvania			
Philadelphia	8.8	13.9**	7.6**
Rhode Island			
Providence	19.3	18.6	n/a
Texas			
Corpus Christi	79.7	79.1	n/a
Dallas	12.8	13.5	33.1
El Paso	87.8	94.7	80.2
Fort Worth	17.9	17.2	15.5
McAllen	97.0	98.0	99.0
Houston	23.0	24.8	40.1
San Antonio/ Alamo	74.0	74.0	71.9
Washington, D.C.		not available	
Wisconsin			
Milwaukee		not available	

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*Titles II-A and II-B

**18-24 year olds

Supplement D

PHOENIX, ARIZONA

Service Delivery Area:	Phoenix
MSA:	Phoenix (MSA)+
Total population:	1,714,809
Estimated Number of JTPA-Eligible:	98,616
Percent Who Are Hispanic:	28.4%
Youth Unemployment Rate:	N/A
JTPA Services:	
Number Served:	2,764
Percent Hispanic:	35.0%
Percent Youth:	44.0%
Percent Youth Dropouts:	13.0%
Percent Hispanic:	41.0%
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	not specifically

Special Programs Targeting Youth Dropouts:
During PY 1986 and PY 1987, there were no programs that served youth dropouts.

TUCSON, ARIZONA

Service Delivery Area:	Tucson
PMSA:	Tucson
Total population:	594,829
Estimated Number of JTPA-Eligible:	77,795
Percent Who Are Hispanic:	33.3%
Youth Unemployment Rate:	N/A
JTPA Services:	
Number Served:	1,782
Percent Hispanic:	46.6%
Percent Youth:	46.2%
Percent Youth Dropouts:	14.0%
Percent Hispanic:	N/A
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	yes
Special Programs Targeting Youth Dropouts:	

The SDA has an 8-percent set-aside program for youth dropouts, which includes part-time employment and basic skills instruction.

+ MSA's and PMSA's whose October 1984 definition is the same as SMSA defined as of June 1981.

N/A = Not Available

FRESNO, CALIFORNIA

Service Delivery Area:	Fresno
MSA:	Fresno +
Total population:	564,915
Estimated Number of JTPA-Eligible:	73,283
Percent Who Are Hispanic:	51.0%
Youth Unemployment Rate:	
JTPA Services:	
Number Served:	3,982
Percent Hispanic:	51.0%
Percent Youth:	48.2%
Percent Youth Dropouts:	13.5%*
Percent Hispanic:	60.6%
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	No
Special Programs Targeting Youth Dropouts:	None

LOS ANGELES, CALIFORNIA

Service Delivery Area:	Los Angeles
PMSA:	Los Angeles - Long Beach +
Total population:	7,901,220
Estimated Number of JTPA-Eligible:	376,932
Percent Who Are Hispanic:	51.0
Youth Unemployment Rate:	19.9%
JTPA Services:	
Number Served:	5,645
Percent Hispanic:	52.2%
Percent Youth:	42.8%
Percent Youth Dropouts:	8.6% *
Percent Hispanic:	39.4%
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	
Special Programs Targeting Youth Dropouts:	

The SDA offers "Exemplary Youth Programs" which provide youth dropouts with pre-employment experience.

+ MSA's & PMSA's whose October 1984 definition is the same as an SMSA defined as of June 1981.

@ 14-21 yr. olds

MONTEREY, CALIFORNIA

Service Delivery Area:	Monterey
MSA:	Salinas-Seaside-Monterey
Total population:	319,223
Estimated Number of JTPA-Eligible:	35,729
Percent Who Are Hispanic:	46.0%
Youth Unemployment Rate:	
JTPA Services:	
Number Served:	3,238
Percent Hispanic:	46.6%
Percent Youth:	44.5%
Percent Youth Dropouts:	4.2%
Percent Hispanic:	48.9%
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	No
Special Programs Targeting Youth Dropouts:	None

SACRAMENTO, CALIFORNIA

Service Delivery Area:	Sacramento
MSA:	Sacramento
Total population:	1,219,603
Estimated Number of JTPA-Eligible:	36,000
Percent Who Are Hispanic:	26.0%
Youth Unemployment Rate:	N/A
JTPA Services:	
Number Served:	1,185
Percent Hispanic:	17.3%
Percent Youth:	81.7%
Percent Youth Dropouts:	N/A
Percent Hispanic:	26.9%
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	No
Special Programs Targeting Youth Dropouts:	None

N/A = Not Available

SAN DIEGO, CALIFORNIA

Service Delivery Area:	San Diego
MSA:	San Diego +
Total population:	2,063,902
Estimated Number of JTPA-Eligible:	208,098
Percent Who Are Hispanic:	23.2%
Youth Unemployment Rate:	15.9%
JTPA Services:	
Number Served:	9,773
Percent Hispanic:	25.5%
Percent Youth:	41.8%
Percent Youth Dropouts:	6.6%
Percent Hispanic:	29.4%
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	No
Special Programs Targeting Youth Dropouts:	None

SAN FRANCISCO, CALIFORNIA

Service Delivery Area:	San Francisco
PMSA:	San Francisco
Total population:	1,541,862
Estimated Number of JTPA-Eligible:	128,860
Percent Who Are Hispanic:	13.0%
Youth Unemployment Rate:	
JTPA Services:	
Number Served:	6,264
Percent Hispanic:	17.5%
Percent Youth:	34.4%
Percent Youth Dropouts:	N/A
Percent Hispanic:	N/A
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	No
Special Programs Targeting Youth Dropouts:	None

N/A = Not Available

+ MSA's and PMSA's whose October 1984 definition is the same as an SMSA defined as of June 1981.

DENVER, COLORADO

Service Delivery Area:	Denver
PMSA:	Denver
Total population:	1,582,547
Estimated Number of JTPA-Eligible:	71,900
Percent Who Are Hispanic:	33.0%
Youth Unemployment Rate:	Denver-Boulder(MSA) 18.7%
JTPA Services:	
Number Served:	4,769
Percent Hispanic:	48.5%
Percent Youth:	41.6%
Percent Youth Dropouts:	11.5%*
Percent Hispanic:	62.9%
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	No
Special Programs Targeting Youth Dropouts:	None

HARTFORD, CONNECTICUT

Service Delivery Area:	Hartford
PMSA:	Hartford
Total population:	729,400
Estimated Number of JTPA-Eligible:	55,674
Percent Who Are Hispanic:	34.0%
Youth Unemployment Rate:	
JTPA Services:	
Number Served:	3,268
Percent Hispanic:	37.6%
Percent Youth:	45.7%
Percent Youth Dropouts:	14.4%
Percent Hispanic:	45.0%
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	No
Special Programs Targeting Youth Dropouts:	

The SDA offers two 8-percent set-aside programs which provide basic skills remediation and job search instruction for youth dropouts.

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*Titles II-A & II-B

DISTRICT OF COLUMBIA

Service Delivery Area: Washington, D.C.
MSA: Washington, DC-MD-VA
Total population: 3,429,613
Estimated Number of JTPA-Eligible:
Percent Who Are Hispanic:
Youth Unemployment Rate: 14.8%

JTPA Services:
  Number Served: N/A
  Percent Hispanic: N/A
  Percent Youth: N/A
  Percent Youth Dropouts: N/A
    Percent Hispanic: N/A

Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts: No
Special Programs Targeting Youth Dropouts: None

MIAMI, FLORIDA

Service Delivery Area: Miami
PMSA: Miami-Hialeah +
Total population: 1,705,983
Estimated Number of JTPA-Eligible: 323,000
Percent Who Are Hispanic: 40.0%
Youth Unemployment Rate: 23.3%

JTPA Services:
  Number Served: 13,475
  Percent Hispanic: 32.3%
  Percent Youth: 40.3%
  Percent Youth Dropouts: 8.5%
    Percent Hispanic: 21.4%

Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts: Yes
Special Programs Targeting Youth Dropouts:

The SDA supports several programs for potential school dropouts, some of which target Hispanic youth. It also sponsors a pilot program for unemployed youth dropouts who are housing project residents. The youth receive half-day basic skill remediation and half-day maintenance work experience, with pre-employment training and subsequent job placement.

+ MSA's and PMSA's whose October 1984 definition is the same as an SMSA defined as of June 1981.

N/A=not available

CHICAGO, ILLINOIS

Service Delivery Area:	Chicago
PMSA:	Chicago
Total population:	6,128,282
Estimated Number of JTPA-Eligible:	441,756
Percent Who Are Hispanic:	17.1%
Youth Unemployment Rate:	21.8%

JTPA Services:	
Number Served:	17,778
Percent Hispanic:	22.1%
Percent Youth:	57.7%
Percent Youth Dropouts:	13.8%
Percent Hispanic:	27.2%

Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	N/A
Special Programs Targeting Youth Dropouts:	

The SDA is part of the JOBSTART demonstration and has a tryout employment program for at-risk youth. The SDA also supports several programs for out-of-school youth through the Alternative School Network, providing basic skill remediation, counseling, and sometimes pre-employment training. Some sites offer computer-assisted instruction.

N/A=Not Available

LAKE COUNTY, INDIANA

Service Delivery Area:	Lake County
PMSA:	Gary-Hammond
Total population:	629,608
Estimated Number of JTPA-Eligible:	N/A
Percent Who Are Hispanic:	N/A
Youth Unemployment Rate:	

JTPA Services:	
Number Served:	N/A
Percent Hispanic:	N/A
Percent Youth:	N/A
Percent Youth Dropouts:	N/A
Percent Hispanic:	N/A

Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	No
Special Programs Targeting Youth Dropouts:	

The SDA offers one 8-percent set aside program which serves both youth generally and youth dropouts specifically. It provides youth an opportunity to visit businesses and learn how they operate, before job placement.

N/A = Not Available

BOSTON, MASSACHUSETTS

Service Delivery Area:	Boston
PMSA:	Boston
Total population:	2,820,700
Estimated Number of JTPA-Eligible:	116,376
Percent Who Are Hispanic:	13.0%
Youth Unemployment Rate:	7.7%
JTPA Services:	
Number Served:	8,508
Percent Hispanic:	15.8%
Percent Youth:	62.9%
Percent Youth Dropouts:	8.8%
Percent Hispanic:	22.7%
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	N/A

Special Programs Targeting Youth Dropouts:

The SDA has an alternative education program for youth dropouts.

DETROIT, MICHIGAN

Service Delivery Area:	Detroit
PMSA:	Detroit
Total population:	4,315,751
Estimated Number of JTPA-Eligible:	29,020
Percent Who Are Hispanic:	2.4%
Youth Unemployment Rate:	23.5%
JTPA Services:	
Number Served:	8,033
Percent Hispanic:	2.0%
Percent Youth:	38.1%
Percent Youth Dropouts:	43.9%
Percent Hispanic:	N/A
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	No

Special Programs Targeting Youth Dropouts:

The SDA offers one program for youth dropouts, a GED preparation and basic skills remediation program, in PY 1987-88. No program information was provided for PY 1985 or PY 1986.

N/A = Not Available

JERSEY CITY, NEW JERSEY

Service Delivery Area:	Jersey City
PMSA:	Jersey City+
Total population:	559,885
Estimated Number of JTPA-Eligible:	51,304
Percent Who Are Hispanic:	30.0%
Youth Unemployment Rate:	
JTPA Services:	
Number Served:	1,157
Percent Hispanic:	18.3%
Percent Youth:	41.8%
Percent Youth Dropouts:	35.2%
Percent Hispanic:	20.3%
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	No
Special Programs Targeting Youth Dropouts:	None

NEWARK, NEW JERSEY

Service Delivery Area:	Newark
PMSA:	Newark
Total population:	1,875,318
Estimated Number of JTPA-Eligible:	N/A
Percent Who Are Hispanic:	N/A
Youth Unemployment Rate:	13.5%
JTPA Services	
Number Served:	N/A
Percent Hispanic:	N/A
Percent Youth:	N/A
Percent Youth Dropouts:	N/A
Percent Hispanic:	N/A
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	No
Special Programs Targeting Youth Dropouts:	None

+ MSA's and PMS's whose October 1984 definiton is the same as an SMSA defined as of June 1981.

N/A = Not Available

ALBUQUERQUE & BERNALILLO, NEW MEXICO

Service Delivery Area:	Albuquerque & Bernalillo County
MSA:	Albuquerque
Total population:	449,389
Estimated Number of JTPA-Eligible:	63,497
Percent Who Are Hispanic:	55.1%
Youth Unemployment Rate:	
JTPA Services:	
Number Served:	3,099•
Percent Hispanic:	63.2%
Percent Youth:	52.1%
Percent Youth Dropouts:	14.3%*
Percent Hispanic:	72.9%

Whether 8 Percent Set-Aside Funds Are
Targeting Hispanic Youth Dropouts:

While the funds are not used to specifically target Hispanic youth, 60% - 70% of the participants are Hispanic youth dropouts.

Special Programs Targeting Youth Dropouts:

"Youth Dropout GED Program" is an 8-percent set-aside funded program the SDA offers for youth dropouts (18-21 yrs. old). It is an intensive 40 hour per week GED preparation program.

NEW YORK, NEW YORK

Service Delivery Area:	New York
PMSA:	New York
Total population:	8,376,865
Estimated Number of JTPA-Eligible:	1,355,660
Percent Who Are Hispanic:	23.4%
Youth Unemployment Rate:	23.7%
JTPA Services:	
Number Served:	37,883
Percent Hispanic:	34.3%
Percent Youth:	36.6%
Percent Youth Dropouts:	15.4%
Percent Hispanic:	39.8%
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	no

Special Programs Targeting Youth Dropouts:

The 8-percent set-aside programs offer basic skills remediation and pre-GED instruction to youth and adults, including youth dropouts. The Department of Employment sponsors a tax-levy funded program, City Works, which targets low-achieving youth dropouts and offers work experience, basic skills remediation and job placement.

*14-21 yr. olds

•Titles II-A & II-B

PHILADELPHIA, PENNSYLVANIA

Service Delivery Area:	Philadelphia
PMSA:	Philadelphia +
Total population:	4,768,388
Estimated Number of JTPA-Eligible:	340,517
Percent Who Are Hispanic:	8.5%
Youth Unemployment Rate:	12.0%
JTPA Services:	
Number Served:	10,302
Percent Hispanic:	9.0%
Percent Youth:	33.0%
Percent Youth Dropouts:	8.8% **
Percent Hispanic:	13.0%
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	Yes

Special Programs Targeting Youth Dropouts:

The SDA has one program which provides youth dropouts with GED, vocational skills training and part-time jobs.

PROVIDENCE & CRANSTON, RHODE ISLAND

Service Delivery Area:	Providence & Cranston
PMSA:	Providence
Total population:	626,400
Estimated Number of JTPA-Eligible:	34,984
Percent Who Are Hispanic:	8.0%
Youth Unemployment Rate:	Providence-Pawtucket Fall River (CMSA) 11.1%
JTPA Services:	
Number Served:	1,047
Percent Hispanic:	18.6%
Percent Youth:	46.0%
Percent Youth Dropouts:	14.9%
Percent Hispanic:	18.6%
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	No

Special Programs Targeting Youth Dropouts:

The SDA has two basic skills remediation programs for youth dropouts.

+ MSA's and PMSA's whose October 1984 definiton is the same as an SMSA defined as June 1981.

**18-24 yr. olds

ALAMO, TEXAS

Service Delivery Area: Alamo (San Antonio)
PMSA: San Antonio +
Total population: 1,188,544
Estimated Number of JTPA-Eligible: 192,983
Percent Who Are Hispanic: 73.4%
Youth Unemployment Rate:

JTPA Services:
- Number Served: 3,164
- Percent Hispanic: 73.7%
- Percent Youth: 42.8%
- Percent Youth Dropouts: 16.8%
  - Percent Hispanic: 74.0%

Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts: No
Special Programs Targeting Youth Dropouts:

The SDA offers an 8-percent set-aside funded program which serves adults and youth dropouts. The program provides basic education and occupational skills training for 200 participants each year; 50 percent of participants are youth dropouts.

CORPUS CHRISTI, TEXAS

Service Delivery Area: Corpus Christi
MSA: Corpus Christi +
Total population: 361,312
Estimated Number of JTPA-Eligible: 44,365
Percentage Who Are Hispanic: 70.0%
Youth Unemployment Rate:

JTPA Services:
- Number Served: 2,317
- Percent Hispanic: 71.2%
- Percent Youth: 46.2%
- Percent Youth Dropouts: 12.0%
  - Percent Hispanic: 79.1%

Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts: No
Special Programs Targeting Youth Dropouts:

The SDA has an 8-percent set-aside funded program which provides vocational skills training to AFDC recipients; 20 percent of the participants are youth dropouts.

+ MSA's & PMSA's whose October 1984 definition is the same as an SMSA defined in June of 1981.

N/A = Not Available

DALLAS, TEXAS

Service Delivery Area:	Dallas
PMSA:	Dallas
Total population:	2,203,664
Estimated Number of JTPA-Eligible:	84,683
Percent Who Are Hispanic:	23.3%
Youth Unemployment Rate:	Dallas-Fort Worth (CMSA)18.7%
JTPA Services:	
Number Served:	2,295
Percent Hispanic:	12.8%
Percent Youth:	51.4%
Percent Youth Dropouts:	13.6%
Percent Hispanic:	13.5%
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	Yes

Special Program Targeting Youth Dropouts:

The SDA has a program which targets Hispanic youth and adults, and provides remedial education, job search assistance, work experience, and job placement. A second program provides remedial education and GED training to youth and adults. It offers dropouts and potential dropouts an individualized, self-paced, open-entry open-exit curriculum through computer instruction.

EL PASO, TEXAS

Service Delivery Area:	El Paso
MSA:	El Paso +
Total population:	526,465
Estimated Number of JTPA-Eligible:	73,700
Percent Who Are Hispanic:	84.0%
Youth Unemployment Rate:	
JTPA Services:	
Number Served:	3,900
Percent Hispanic:	85.0%
Percent Youth:	32.5%
Percent Youth Dropouts:	5.8%
Percent Hispanic:	95.7%
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	No

Special Programs Targeting Youth Dropouts:

The SDA has a program which provides participants with part-time jobs and evening GED instruction.

+ MSA's and PMSA's whose October 1984 definition is the same as an SMSA defined as of June 1981.

FORT WORTH, TEXAS

Service Delivery Area: Fort Worth
PMSA: Forth Worth
Total population: 1,144,366
Estimated Number of JTPA-Eligible: 81,919
Percent Who Are Hispanic: 8.4%
Youth Unemployment Rate: Dallas-Fort Worth (CMSA) 18.7%

JTPA Services:
  Number Served: 5,413
  Percent Hispanic: 10.3%
  Percent Youth: 29.0%
  Percent Youth Dropouts: 6.0%
    Percent Hispanic: 17.2%

Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts: Yes
Special Programs Targeting Youth Dropouts:

The SDA offers three programs for youth dropouts. One is a teen-parent program which provides teen parents with remedial education, work experience, and counseling. The second is an alternative education program which provides dropouts with academic instruction, counseling, and work experience. A third program is offered by the Fort Worth School System and provides dropouts with basic-skills instruction and part-time work experience.

HIDALGO, TEXAS

Service Delivery Area: Hidalgo
MSA McAllen-Edinburg-Mission +
Total population: 337,118
Estimated Number of JTPA-Eligible: 15,178
Percent Who Are Hispanic: 98.0%
Youth Unemployment Rate:

JTPA Services:
  Number Served: 7,092
  Percent Hispanic: 98.0%
  Percent Youth: 18.4%
  Percent Youth Dropouts: 1.7%
    Percent Hispanic: 98.0%

Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts: No

Special Programs Targeting Youth Dropouts:

The SDA has an 8-percent set-aside funded program which offers vocational skills and remedial skills training for youth and adult dropouts and handicapped youth.

+ MSA's and PMSA's whose October 1984 definition is the same as an SMSA defined as of June 1981.

HOUSTON, TEXAS

Service Delivery Area:	Houston
PMSA:	Houston
Total population:	3,164,177
Estimated Number of JTPA-Eligible:	169,700
Percent Who Are Hispanic:	27.0%
Youth Unemployment Rate:	23.1%
JTPA Services:	
Number Served:	16,919
Percent Hispanic:	22.1%
Percent Youth:	46.0%
Percent Youth Dropouts:	31.0%
Percent Hispanic:	24.8%
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	No

Special Programs Targeting Youth Dropouts:

The SDA funds several organizations to provide computer-assisted and other remediation services for youth dropouts and other eligible participants.

MILWAUKEE, WISCONSIN

Service Delivery Area:	Milwaukee
PMSA:	Milwaukee +
Total population:	1,393,833
Estimated Number of JTPA-Eligible:	100,999
Percent Who Are Hispanic:	6.0%
Youth Unemployment Rate:	23.4%
JTPA Services:	
Number Served:	6,971
Percent Hispanic:	7.5%
Percent Youth:	62.3%
Percent Youth Dropouts:	18.5%
Percent Hispanic:	N/A
Whether 8 Percent Set-Aside Funds Are Targeting Hispanic Youth Dropouts:	No

Special Programs Targeting Youth Dropouts:
The SDA has the following seven programs for youth dropouts:
- Careers Inc. - A centralized intake certification, assessment, referral and active recruitment of youth dropouts.
- Commando Project - Basic skill development, remedial education and work experience program for out-of-school youth.
- Community Relations Social Development Commission - Adult basic education, GED preparation, basic skills remediation and pre-employment skills training.
- Milwaukee Public Schools provides GED preparation, pre-employment skills training, vocational training, job survival skills and employment.
- Milwaukee Urban League provides on-the-job training and employment counseling.
- United Migrant Opportunity Service provides on-the-job training, pre-employment skills and follow-up employment counseling.
- Wisconsin Impact Plan provides basic skills training, basic survival skills, career assessment and placement and GED testing.

+MSA's and PMSA's whose October 1984 definition is the same as an SMSA defined as of June 1981.

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THE HISPANIC POLICY DEVELOPMENT PROJECT is a non-profit organization—a 501(C)(3)—which encourages the analysis of public policies and policy proposals affecting Hispanics in the United States.

HPDP directs its efforts in particular to the problems of Hispanic youth: education, employment, and family formation. Compared to other segments of the U.S. population, the Hispanic segment is young. This youthful population is often inadequately served by schools and social service agencies, and many Hispanic young people are insufficiently trained to compete effectively in the job market. To attack these problems, HPDP supports high-level public policy commissions composed of prestigious Hispanics and non-Hispanics; conferences, seminars, and debates around central education and employment issues; both lay and professional analysis and evaluation of specific policy options; and policy analysis competitions open to Hispanic and non-Hispanic scholars as well as Hispanic organizations. HPDP places major emphasis on supporting the work of Hispanic organizations and increasing their access to policy-making networks.

The communication of data and policy options is a major part of HPDP's program. Using publication and dissemination of data analyses and reports, as well as extensive contacts among representatives of the business and corporate world and among policy makers on both state and national levels, plus frequent briefing sessions, conferences, and seminars, HPDP seeks to bring its findings to the attention of key groups and leaders throughout the United States.

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